

Appraising Administrative Capability for Coordinating the Implementation of Regional Development

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A number of approaches has been suggested for appraising the administrative capability of public organizations. However, shortfalls in the implementation of national development plans and continuing inadequacies in the printing process created pressures toward reforming the government machinery in developing countries to improve their planning and implementation capability. The focus on appraising administrative capability for coordinating the implementation aspects of regional development is most appropriate as it makes the appraisal feasible, manageable, and also responsive to an important problem area in the whole regional development strategy. Moreover, the mobilization, allocation, and utilization capability of the regional framework to ensure adequate, relevant, and timely financial, human, and physical resources will be influenced by management resources, i.e., structure, policy, technology, and support. Guide questions are proposed to elicit responses suggesting the capability of the regional framework in terms of the financial and human resources.

Introduction

Implicit in most efforts to appraise the administrative capability for regional development is the assumption that the regional framework created for this purpose is an important factor in achieving regional development

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goals. It is a fair assumption that in a number of cases the regional framework may not be an important factor at all (or may even be dysfunctional) since regional development has taken place even before the creation of the regional framework or, regional development has occurred despite weaknesses in the institutional machinery for coordinating regional growth and development. On the other hand, if the creation of a regional development coordinating framework is an important strategy for achieving regional development goals, then there is an urgent need for appraising its administrative capability in carrying out its assigned tasks for regional development.

The initial interest on appraising administrative capability of public organizations stemmed, in part, from the disappointing results in the implementation of various national

development plans of developing countries during the 1950s and the 1960s.¹ Because of the so-called "implementation gap" there had been heightened interest not only over problems of plan implementation in the late sixties up to the seventies but also in appraising the capability of administrative organizations for implementing national development plans.²

Over the years, a number of approaches has been suggested for appraising the administrative capability of public organizations. One approach suggests the development of both quantitative and qualitative indicators to measure the performance capability of public bureaucratic organiza-

tions³ whereas another employs an analytical framework which incorporates input-output analysis⁴ as well as the use of indicators to measure performance.⁵ Another approach looks at aspects of administrative capability within a narrower framework of plan implementation capability of administrative organizations, particularly at the project level.⁶ These approaches generally use systems analysis.

Shortfalls in the implementation of national development plans and continuing inadequacies in the planning process created pressures towards reforming the government machinery in developing countries to improve their planning and implementation capability.⁷ One reform strategy was the creation of regional units as an intervening level between the center and the local administrative or development units. The establishment of

¹See, in particular, Albert Waterston, *Development Planning: Lessons of Experience* (Baltimore: Johns Hopkins Press, 1965) and Bertram M. Gross (ed.), *Action Under Planning: The Guidance of Economic Development* (New York: McGraw-Hill, 1967).

²See United Nations, *Appraising Administrative Capability for Development* (New York: UN, 1969); United Nations, *Second United Nations Development Decade: A System of Overall Review and Appraisal of Objectives and Policies of the International Development Strategy* (New York: UN, 1971), and United Nations ECAFE, *Problems of Plan Implementation in the Second Development Decade* (Bangkok: UN ECAFE, 1971). The 1969 monograph *Appraising Administrative Capability for Development*, prepared by the International Group for Studies in National Planning (INTERPLAN) for the Public Administration Division of the UN Secretariat, served as a watershed in the effort to develop a methodology in appraising "administrative capability." This concept is defined by INTERPLAN as "the capacity to obtain intended results from organizations" on page 8 of the monograph. The appraisal of administrative capability focused on three important dimensions: the organization's performance, structure, and environment.

³"Quantitative and Qualitative Indices for Appraising Administrative Capability for Development," *Public Administration Newsletter*, No. 42, October 1971.

⁴Gabriel U. Iglesias, "Administrative Capability as a Neglected Dimension in the Implementation of Development Programmes and Projects," Eastern Regional Organization for Public Administration, *Pre-Conference Documentation*, Vol. III (Manila, 1973).

⁵Norman Uphoff, "An Analytical Model of Process and Performance for Developing Indicators of Administrative Capability," *Philippine Journal of Public Administration*, Vol. XVII, No.3 (July 1973).

⁶In-Joung Whang, "Administrative Feasibility Analysis for Development Projects," (Kuala Lumpur: Asian and Pacific Development Administration Centre, 1978).

⁷Hahn-Been Lee and Abelardo G. Samonte (eds.), *Administrative Reforms in Asia* (Manila: EROPA, 1970); Waterston, *op. cit.*, and Gross, *op. cit.*

the regional framework was aimed not only at improving coordination in the preparation and implementation of sectoral and lower-level plans, but also in serving as an important locus in the strategy to achieve the goals of regional and national development.

The focus on the region as the primary development unit interposed between the center and the local level was seen as a strategy to improve the planning and implementation process by decentralizing coordinative and integrative tasks and responsibility at a level closer to the area of operations. It was also regarded as a primary vehicle for achieving a variety of regional developmental objectives — spatial and multi-sectoral integration, and coordinated planning and implementation of multi-sectoral programs, projects, and services.

In the case of the Philippines, it was evident that regionalization through administrative deconcentration⁸ of national functions through the creation of regional offices since the mid-fifties not only failed to achieve the main objective of decentralizing government functions and services but also spawned other administrative problems, such as increased cost more bureaucratic red-tape, and inter-agency wrangling.

The shift in the early seventies to administrative decentralization by

⁸Decentralization by deconcentration is the transfer of functions and responsibility from the center to lower-level units without the corresponding transfer of authority; that is, final decisions relating to the performance of delegated functions are retained by the center.

devolution⁹ of governmental functions was accompanied by decentralization of selected administrative and development functions through the creation of the Regional Development Councils (RDCs). This reform, initiated after the declaration of Martial Law in September 21, 1972 in the Philippines, added an entirely new dimension to the concept of regionalization. Whereas the reforms of the mid-fifties focused on coordinating planning and implementation functions of various bureaus and offices within the same department (now ministry), the RDCs' functions include coordinating the planning and implementation not only of the sectoral ministries' regional offices but also those of other regional development authorities and the local governments within the region.¹⁰

Although it is difficult to extrapolate the Philippine experience in regionalization to other countries in the Asian region, it would be safe to assume that there is a similar trend in other countries towards redefining and expanding the role and function of the regional framework to include

⁹Decentralization by devolution implies the transfer of authority from the center to lower-level units commensurate with the responsibility to perform the delegated function.

¹⁰On the Philippines experience on regionalization, see Gabriel U. Iglesias, "Political and Administrative Issues in Regional Planning and Development," presented at the 25th Anniversary of the College of Public Administration, University of the Philippines, National Conference on Public Administration: Promise and Performance, Manila, June 1977, and Raul P. de Guzman, "Administrative Reforms for Decentralized Development," in A.P. Saxena (ed.), *Administrative Reforms for Decentralized Development* (Kuala Lumpur: APDAC, 1980).

coordination of planning and implementation to achieve multi-level (e.g., multi-sectoral and intergovernmental) objectives of development. Investing the regional framework with broader and more comprehensive development tasks would invariably affect its capability to coordinate plan formulation and implementation activities for regional development, that is, the more multifarious and heterogenous these activities (from irrigation and road projects in infrastructure development to family planning and nutrition projects in the social development field), the greater the difficulties to be encountered in the process of coordination.

A further strain to the administrative capability system of the regional framework for coordinating efforts to achieve regional development arose when some governments incorporated the integration of sectoral programs, projects, and services (integrated rural development, integrated agricultural development, integrated health or population development schemes, and integrated area development) as a key feature in their overall regional development strategy. The incorporation of the integrative approach,¹¹ particularly as a strategy to accelerate rural and regional development, was spurred by the evident failure of the traditional sectoral approach to solve problems of coordination and integration.

¹¹ Generally, integrative approaches imply the coordination of both planning and implementation processes of programs and projects within a specified geographic area defined as "region." For an approach focused on comprehensive planning for regional development, see Haruo Nagamine, "Methods of Planning and Comprehensive Regional Development: A Paradigm," UN Centre for Regional Development, *Asian Development Dialogue*, Numbers 5 and 6, 1977.

Appraising Administrative Capability: Problems of Focus

A fundamental problem in appraising administrative capability for regional development is the determination of what should be the most appropriate focus of analysis since this would define the usefulness and the limits of the appraisal technique or approach. Should one focus the appraisal in terms of whether the broad *goals* of regional development are attained, or should one focus more on the *functions and role* of the regional framework in achieving the more specific goals of regional development?

It may be a useful strategy to initially focus on the more explicitly stated goals (if available) for which the regional framework is primarily responsible. This procedure would limit the analysis on administrative capability of the regional framework to perform the functions necessary for goal attainment and not on whether overall goals of regional development have been achieved. Thus, the main objective of the analysis is the appraisal of the administrative capability of the regional framework for performing its assigned tasks or functions to attain specified goals for regional development.

Functional Focus

The next stage of simplification is to determine the most important set of functions or tasks assigned to the regional framework, that is, which of the assigned tasks would the regional framework be held primarily responsible and accountable for to a higher authority? For example, one of the major functions of a regional frame-

work is to coordinate the implementation of development programs and projects for regional development, but in practice it has been predominantly preoccupied with gathering data for the formulation of regional development plans. In this particular case, should appraisal include responsibility for coordinating the implementation of development programs and projects? In any event, appraisal of administrative capability should initially focus on the major functions, and, if time and resources permit, on the minor functions of the regional framework.

This delimited focus is based on the assumption that activities and outputs emanating from the regional framework's performance of its functions are not the only factors contributing to the overall development of a sub-national space called region. Not only are public and private organizations at various levels implicated in the entire process of regional development but also other factors, such as the existing patterns of land ownership, peace-and-order situation, natural calamities, power distribution, and resource endowments, are often beyond the control of the regional office.

A related problem is the specificity and scope of the functional responsibility of the regional framework. For example, it would be simpler to appraise the administrative capability of a regional framework if its main function is to promote regional development by coordinating the planning and implementation of industrial development projects through industrial estates development in various parts of the region than if its main task is to coordinate activities to ac-

celerate regional socioeconomic development. Since the overall development of a major geographic subdivision, like the region, is the function of many institutions, factors and influences conceivably implicating the total governmental and non-governmental systems, the appraisal of its administrative capability to perform this herculean task will not only be expensive but also a fruitless exercise.¹²

Coordinating the Implementation Function: A Suggested Focus

It would be useful to further narrow down the major functions or tasks of the regional framework to a particular set of functions concerned with either coordinating the formulation of plans or coordinating the implementation of plans, and projects for regional development.

In view of the relative importance of the regional framework's implementation vis-a-vis its planning function, and the identified difficulties and problems in the implementation phase, it may be a useful strategy to initially limit the appraisal of administrative capability on the regional framework's responsibility over

¹²It would be extremely useful if studies could be done to determine the optimum limit on how many multi-sectoral programs, projects and services could be effectively coordinated by a given type of regional framework, assuming a typology based on resources which could be employed to achieve its task of coordinating the implementation process.

implementation¹³ and, if time and resources permit, also appraise its planning responsibility, if the latter has been specified as part of its functions.

Ex-post or impact evaluation may not be explicitly stated as part of its major tasks although implied in and inferrable from its planning and implementation role. Because there are questions as to whether this task should be performed by "independent" institutions, it may be advisable to initially exclude this aspect from the appraisal of its administrative capability unless this is specified as part of its major functional responsibility.¹⁴ However, on-going evaluation and monitoring activities are generally included in the implementation role of the regional framework, so that this aspect is assumed to be included in the analysis.

¹³ As noted earlier, the initial interest on appraising administrative capability was spurred by the disappointing results in the implementation of national development plans. See UN, *Appraising Administrative Capability for Development*; Gabriel U. Iglesias, "Implementation and the Planning of Development: Notes on Trends and Issues, Focusing on the Concept of Administrative Capability," in Iglesias (ed.), *Implementation: The Problem of Achieving Results* (Manila: EROPA, 1976), UN, *Second United Nations Development Decade*, and UN ECAFE, *Problems of Plan Implementation*... However, the focus on implementation does not obviate the application of the proposed framework, with some modifications, on the appraisal of the planning and evaluation processes.

¹⁴ Evaluation of outcomes, including post-project impact analysis, is possibly an important area for examining the administrative capability of the regional framework as well as that of key sectoral and sub-national level institutions. Because of the inherent bias towards subjective evaluations of one's own

The focus on appraising administrative capability for coordinating the implementation aspects of regional development makes the appraisal manageable. It also attends to an important problem area in the whole regional development strategy. This narrower focus seems logical since the regional framework's function goes beyond coordination of multi-sectoral programs and projects. There are cases where the major task of the regional framework incorporates a particular integrated multi-sectoral and sectoral approach (e.g., comprehensive planning, integrated rural development, integrated agricultural development, integrated industrial development), and both integrated multi-sectoral, sectoral and spatial approaches (e.g., area-based development schemes). Other approaches include the development of target clientele groups or beneficiaries, e.g., landless labor, the urban poor or ethnic minorities.

activities, there is less urgency in this particular field since this type of appraisal is best done in collaboration with academic or other institutions not directly concerned with performing the functions being evaluated. See Agency for International Development, *Evaluation Handbook* (Washington, D.C.: 1974); United Nations, *Systematic Monitoring and Evaluation of Integrated Development Programs: A Source Book* (New York: UN, 1978) and Kuldeep Mathur and Inayatullah (eds.), *Monitoring and Evaluation of Rural Development: Some Asian Experiences* (Kuala Lumpur: APDAC, 1980) for materials dealing with problems of evaluation, particularly integration of rural development programs and projects.

An Approach to Appraising Administrative Capability in Coordinating Plan Implementation

Focus on Critical Organizational Resources

The regional framework, like any other organization, requires resources to perform tasks. Thus, the central problem in appraising the regional framework's administrative capability to perform its tasks lies in the analysis of its capability to mobilize, allocate, and utilize organizational resources. The basic resources are financial, human, and physical; while the management resources are structure, policy, technology, and support. Organizational resources *per se* assume critical importance to the organization only if they could be mobilized and employed to achieve desired purposes and objectives. Funds, equipment, and personnel could be idle and irrelevant resources unless they are: (1) adequate in quantity and quality, (2) relevant to the needs of the organization, and (3) they can be mobilized and used when and where needed. Since in most developing countries there is generally scarcity of these three basic resources, the regional framework should possess at the first level of analysis, financial, human, and physical resources which are adequate, relevant, and timely.

While it is not extremely difficult to construct quantitative and qualitative criteria to determine adequacy, relevance, and timeliness¹⁵ of basic

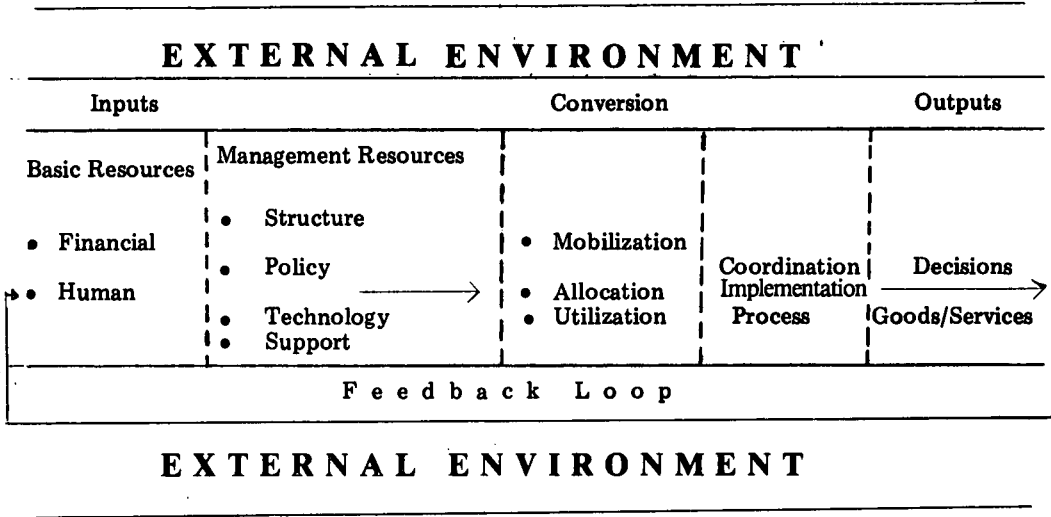
resources, it may be useful to go to the next level of analysis which essentially seeks to answer the question: what is the administrative capability of the regional framework to (1) generate or mobilize, (2) allocate, and (3) utilize or employ these basic resources to perform its functions of coordinating the implementation of regional plans and projects? The mobilization, allocation, and utilization capability¹⁶ of the regional framework to ensure adequate, relevant, and timely financial, human, and physical resources is influenced by another set of organizational resources which may be conveniently referred to as management resources: (1) structure, (2) policy, (3) technology, and (4) support. (See Figure 1.)

so that the appraiser will have to rely on perceptions of the actors concerned, verification of data, and arbitrary decisions based on objective and neutral grounds.

¹⁶ Mobilization, allocation, and utilization capability vis-à-vis financial, human, and physical resources is self-explanatory: To allocate, say, budgetary expressions to the various projects in the plan represents an intended action (unless bound by law) but the release of funds for the project is not assured. Utilization is the actual use of funds for projects in the plan whether it is allocated or not. Generally, resource allocation and utilization capabilities of the regional framework may be severely constrained by existing rules, procedures, and conventions which reserve authority over resource allocation and utilization to central planning and implementation bodies and sectoral ministries. Mobilization capability is the more dynamic element since the regional framework could initiate efforts to tap governmental and non-governmental sources to enhance its human, financial, and physical resources. See M. Solaiman, "Mobilization and Use of Local Physical Resources" and Gabriel U. Iglesias, "Identification and Mobilization of Local Groups for Rural Development," in Amara Raksasataya and L.J. Fredericks (eds.), *Rural Development: Training to Meet New Challenge* (Kuala Lumpur: APDAC, 1978), Vol. 4.

¹⁵ These criteria may be operationally defined as follows: "adequacy" is a condition where a particular level of magnitude or characteristics of the resource (quantity and quality) can enable the performance of an activity based on a particular objective. "Timeliness" refers to the availability of a resource to achieve the purpose for which it is needed, and "relevance" is the appropriateness of a resource for the particular purpose or function being performed. Perception of these criteria varies and, therefore, contentious

Figure I. Administrative Capability System For Implementation



EXTERNAL ENVIRONMENT

Structure. The difficulty in designing the most appropriate institutional mechanism in coordinating and managing regional development stemmed, in part, from the variety of existing organizational patterns below the national or federal level which directly or indirectly perform the functions of regional development. Thus, the responsibility of coordinating and integrating activities for regional development may be the sole and/or shared responsibility of the regional framework created for this purpose, as in the case of the Philippines. On the other hand, this function might be performed by political subdivisions which correspond to regions, such as states in federal governments like India and Malaysia, or provinces in the case of Pakistan.

There are cases where planning units headed by federal officials may be attached to the state government or work closely with state or provin-

cial officials; whereas in others, central planning units work through or with the state and provincial government.¹⁷ The presence of national/federal entities operating within the region or local government, for example, regional development authorities, such as schemes under the Malaysian Agricultural Development Authority (MADA) in Malaysia or the Southern Philippines Development Authority (SPDA) in the Philippines, tend to further complicate the tasks of coordinating activities for regional development.

Special national/federal programs or projects, such as the food production of the National Food and Agricultural Council (NFAC) in the Phil-

¹⁷ See G. Shabbir Cheema, "State of the Art of Institutional Arrangements for Multi-level Regional Development Planning in Developing Countries in Asia." (Unpublished manuscripts. No date.)

ippines or the land resettlement projects of Federal Land Development Authority (FELDA) in West Malaysia also operate at the regional and local levels. Finally, national differences in terms of allocation and sharing of functions and responsibilities between the national/federal and the local governments could affect both the structure and function of the regional framework — for example, whether governmental and developmental functions are centralized and/or decentralized to the lower level units.

In a continuum of organizational forms which have been adopted, the coordinating committee/council form is on one end and the public authority/public enterprise form at the other end of the continuum. The committee structure is generally representational; that is, the various representatives of sectoral ministries, development authorities, and local governments sit in the committee and the leadership is drawn either from among the members, as in the case of the Regional Development Councils in the Philippines, or from the ministry which performs integrative functions in the existing governmental system as in the case of the Ministry of the Interior in Thailand. A secretariat composed of technical men and specialists is often created to assist the committee/council.

Since the committee/ council form depends to a large extent on the officials who occupy the leadership position and on the representatives of the sectoral ministries, its effectiveness as an institutional mechanism for coordinating planning and implementation of regional programs and projects is often dissipated

by internal wrangling, lack of cooperation, and inability of the coordinative body (or the committee chairman) to impose collective decisions on the members, particularly when regional priorities conflict with sectoral and departmental priorities.¹⁸

The public authority/public enterprise form represents an attempt to overcome problems of the committee structure through the creation of an organization with sufficient authority, resources, and personnel to perform tasks for regional development. Here the problem of inter-departmental coordination as well as integration appears to be less severe because the development authority is invested with adequate resources to perform the major brunt of development tasks or given authority over sectoral/technical agencies of national ministries operating in the region. This type of organizational structure has been found to be generally successful in dealing with narrower and more limited functional responsibility for regional development but less effective for coordinating broader functions, activities, and areas in regional development.¹⁹ In the Malay-

¹⁸See, in particular, World Bank Staff Working Paper No. 375, *The Design of Organizations for Rural Development Projects — A Progress Report*, March 1980; Gabriel U. Iglesias, "Political and Administrative Issues in Regional Planning and Development," and Armand Fabella, "The Regionalization Scheme: An Approach to Administrative Reform," *Philippine Development Journal*, February 1974.

¹⁹See L.J. Fredericks and R.J.G. Wells, "Planning and Management of Rural Development Projects with particular reference to Rice Production Strategies in Peninsular Malaysia," paper presented at the *APDAC Workshop on Project Planning and Management of Rural Development Projects* (Kuala Lumpur, June 1980).

sian study, this type of structure tends to create problems of linkage with other governmental units concerned with regional development.²⁰

The importance of structure as a management resource is in the stable patterning of organizational roles and relationship in achieving relevant goals defining responsibility and authority relationships among individuals and units of the organization. Structure significantly determines the allocation, mobilization, and utilization of basic resources. The structural characteristics of the regional framework would determine, to a larger extent, its administrative capability to perform its major functions of coordinating the implementation of regional plans, programs, and projects in terms of its capability to make decisions or to influence decisions of other organizations, particularly those belonging to regional and sub-regional extensions of national ministries.

The structuring of roles, authority relationship and leadership positions in the regional framework are important factors in its coordinative capability to achieve vertical coordination with sectoral ministries, planning and monitoring bodies, finance and central personnel agencies, and

public corporations as well as to achieve horizontal coordination with their regional and local level subdivisions, local governments, and institutions.

Policy. Policy as a management resource is related to structure in at least two ways: first, it is an important factor in determining the structure, that is, the legislation creating the organizational framework together with informal patterns prescribed by social practices and conventions, and second, the structure makes possible the generation of policies, rules and procedures internally or from the external environment needed by the organization to perform its functions within its legal/constitutional mandate. Since policies provide the regional framework with the capability to prescribe present or future courses of actions or behavior, policy as a management resource tends to enhance its capability to decide or to influence decisions to mobilize, allocate and utilize funds, personnel, and physical equipment in the process of coordinating the implementation of regional plans, programs and projects.

Technology. Technology as a management resource refers broadly to relevant knowledge and practices (e.g., concepts, tools, and techniques) essential for the internal operation of the regional framework as an organization (management technology vis-a-vis the basic resources) and, in particular, specialized and technical knowledge and skills essential in performing its assigned tasks and functions, such as comprehensive planning, growth pole and area-based planning strategies, and identification, appraisal, monitoring, and evaluation of projects.

²⁰Johari bin Mat, "Institutional Capability for Regional Development in Malaysia: Focus on Coordination," paper presented at the United Nations Center for Regional Development Senior-Level Seminar on Institutional Capability for Regional Development: Focus on Coordination (Nagoya, August 1980) and Muhammad Nong, "Institutional Capability for Regional Development in Malaysia: Case Studies of Temerloh and Ketengah," paper presented at the UNCRD Senior-Level Seminar on Institutional Capability for Regional Development, 10-20 August 1980.

The level of technological expertise, together with its capability to draw, develop and select appropriate technology from within the regional framework or from the external (domestic or international) environment could add immensely to its capability to influence planning and implementation decisions and behavior of persons, groups, and institutions involved in regional development. This aspect does not include hardware technology per se, such as computers and other physical resources, except as part of its capability in determining appropriate hardware technology.

Support. Finally, support as a management resource refers to actual or potential roles and behavior of persons, groups, and institutions which tend to promote the attainment of organizational goals. Unlike the basic resources and the three other management resources, support as a resource is a more dynamic and elusive concept since its enhancement depends to a large extent on the regional framework's capability in performing its primary functions. On the other hand, the regional framework could adopt a deliberate strategy of enhancing support from the internal and external environment"²¹ for example, by adopting a more participative

planning and implementation strategy involving organization members at all levels as well as the clientele and beneficiaries. Promoting and maintaining linkages²² with relevant and influential institutions, groups and elites tends to increase support which directly affects the regional framework's management capability to mobilize, allocate, and utilize organizational resources (both basic and management) to attain regional development goals. Support also increases the capability to defend or immune its plans, programs, and projects from negative or harmful interference coming from the external environment.

Mobilization, Allocation, and Utilization Capabilities: Financial Resources

It may be useful to examine the resource management capability of the regional framework in terms of financial resources. There appears to be a strong correlation between inability of the regional framework to directly control or influence decisions on the allocation and utilization of funds and its effectiveness as a coordinating mechanism. This refers particularly to its ability to decide or to influence decisions of agencies within its coordinative ambit regarding selection of programs and projects for inclusion in the regional plans as well as in determining priorities in implementing programs and projects.

²¹ "Environment" refers generally to governmental institutions, groups and individuals which directly or indirectly influence the activities of the regional framework in performing its functions of coordinating the implementation of regional programs, projects and services. It could also refer to non-governmental actors, groups and institutions who have been "coopted" or who can make "claims" over the activities concerned with the coordinated function. See Eric Trist, "Key Aspects of Environmental Relations," in UN, *Appraising Administrative Capability for Developing* (Additional Note 3).

²² See Milton J. Esman and Hans C. Blaise, *Institution-Building Research: The Guiding Concept* (Pittsburgh: Inter-University Research Programme in Institution-Building, 1966). Esman and Blaise identified four categories of linkages: enabling, functional, normative, and diffused.

Its ability to allocate or utilize funds and/or influence the allocation or the employment of these funds are often key determinants of its power to influence the implementation process. A series of questions may be posed to ferret out answers reflecting factors or conditions which tend to constrain its capability as well as to identify the appropriate strategy in harnessing management resources to enhance its capability to mobilize, allocate, and utilize financial resources.

(1) Is the regional framework capable of modifying its structure to improve its capability, through the budget and allocation process, to decide or to influence implementation decisions which would ensure greater adherence to national or regional plan priorities?

(2) Is it capable of using its support resource (for example, through increased participativeness in the planning process or through its linkages with influentials) to modify its policy resource to enable a change in existing legislations on financial allocation, on the one hand, or to increase its authority in monitoring and reviewing the implementation of regional projects of sectoral ministries and local governments, on the other?

(3) Can it mobilize fund support from both the domestic and international environments by the adoption of innovative and appropriate approaches and techniques (technology resource) in promoting regional development?

(4) Is it capable of ensuring better cooperation and conformance with regional plan priorities by mobilizing resources of the community by heightening the ideological commit-

ment of regional program personnel to specific goals of regional development (e.g., development of depressed areas, marginal farmers, disadvantaged groups, and so on), through a deliberate strategy of tapping community groups in the planning and implementation processes?

Mobilization, Allocation, and Utilization Capabilities: Human Resources

Manpower is another basic resource serving as a basis in appraising the administrative capability for the regional framework. Whereas financial resources are generally scarce in developing countries and there is generally abundance in human resources, the problems presented by the human resources may be of different dimensions, for example, the level of technical and managerial competence of personnel, the distribution of qualified personnel in critical parts of the regional system, leadership qualities; motivation, commitment, and other behavioral and social consideration. The human component is the most vital since it is the more dynamic and unpredictable of the basic resources and because of its ability to act on or to transform, the more static financial and physical resources.

In assessing the administrative capability of the regional framework in mobilizing, allocating, and utilizing human resources to perform its functions of coordinating regional implementation, it is important to initially analyze its capability in terms of the four management resources—structure, policy, technology, and support. This should be followed by an assessment of its capability to use management resources singly or in combination—to overcome institutional and environ-

mental constraints, and enhance its capability to mobilize, allocate, and utilize human resources to perform its coordinative functions. In terms of structure, the regional framework's capability for coordination is affected by its very composition, authority and decision-making characteristics, and leadership pattern.

For example, countries with strong centralized administrative structure, and weak local governments and local associational groups limit the capability of the regional framework to mobilize the rural population to support its programs.²³ If the very structure of the regional framework serves as the major obstacle to the performance of its tasks, analysis will then be focussed on whether it can mobilize support resources to modify the structure through changes in its basic charter (policy resource) to give it more authority to decide or to influence decisions regarding the allocation and utilization of personnel (its own or of sectoral ministries) essential to its coordinating functions.

The answers to the following questions could reveal the administrative capability of the regional framework to mobilize, allocate, and utilize human resources in performing its function for coordinating the implementation of programs and projects for regional development:

- (1) To what extent can it make or influence decisions regarding the recruitment, assignment and

²³See Inayatullah, "Conceptual Framework for the Country Studies of Rural Development," in Inayatullah (ed.), *Approaches in Rural Development* (Kuala Lumpur: AP-DAC, 1979), pp. 22-24.

transfer of personnel (its own or those belonging to agencies under its coordinative umbrella) essential in performing various coordinated tasks for implementing regional development programs and projects?

- (2) What is the level of technical and managerial competence of personnel --- its own and sectoral ministries and statutory bodies under its coordinative framework?
- (3) What is its capability to enhance the level of managerial or technical competency either of its staff or those under its coordinative ambit through training or in terms of changing existing policies, rules, and regulations regarding recruitment, placement, transfer, promotion, and training?
- (4) What is its capability to draw from both the domestic and international environments technically qualified personnel, particularly those whose expertise are not available within the region or in the country itself?
- (5) How adequate are its financial resources in terms of attracting qualified personnel or in retaining qualified staff?
- (6) What is its capability to mobilize its own manpower and those from agencies under its coordinative authority in support of regional programs and activities (e.g., level of commitment, motivation and morale, participation)?
- (7) What is its capability to mobilize the community (either private

voluntary groups or government-sponsored local organizations) to contribute local resources (labor and financial) to regional projects or to support the implementation of programs and projects for regional development?

As in the questions related to its financial resource management capability, the above list is by no means exhaustive but is simply illustrative of relevant questions to elicit responses revealing capability of the regional framework in terms of these two basic resources. Additional questions should be developed by those who will undertake the appraisal. Although the third basic resource — physical — is not as critical as the other two in the overall performance of the organization, the same approach used in analyzing administrative capability for financial and human resources is also applicable.

Concluding Note

The main objective of this paper is to suggest a preliminary approach which is simplified and very selective in focus so that appraisal of administrative capability is feasible and manageable in terms of resources and time. Although the suggested approach in appraising administrative capability implies a systems approach, the kind of rigor and complicated analyses inherent in this approach has been deliberately avoided. Similarly, a systematic appraisal of performance capability generally involves the construction of quantitatively and qualitatively mea-

surable criteria and indicators. However, the exactitude and sophistication required by measurement of this nature must be reconciled with the practical problems of the evaluator's capability, of the feasibility and manageability of the appraisal, and of the cost in time and resources.

Outside of defining these criteria, this paper has avoided constructing an elaborate system of measuring performance. Because of the complexity and dynamism of the elements being measured, a less cumbersome analysis (preferably using guided questionnaires and in-depth interviews) would reveal meaningful insights and tentative conclusions. Because of these limitations, it is hoped that efforts to develop more systematic and rigorous measures of administrative performance capability will follow.

It is hoped that this paper will serve as a useful, albeit an initial tool, for diagnosing certain deficiencies and strengths in the administrative capability of the regional framework for coordinating the implementation of regional plans, programs, and projects. It could also be a useful approach in recommending ways with which we can enhance and strengthen its administrative capability for plan implementation. With further modifications to improve as well as expand the area for appraisal, it is possible that more useful analytical systems or approaches of appraising administrative capability of the regional framework for coordinating the implementation of regional development will emerge.