

Also by Mark Turner and David Hulme

SOCIOLOGY AND DEVELOPMENT: Theory, Policy and Practice

(D. Hulme and M. M. Turner)

PAPUA NEW GUINEA: The Challenge of Independence

(M. Turner)

PROFILES OF GOVERNMENT ADMINISTRATION IN ASIA

(M. Turner and J. Halligan)

MINDANAO: Land of Unfulfilled Promise

(M. Turner with R. J. May and L. R. Turner)

REGIME CHANGE IN THE PHILIPPINES

(M. Turner)

MAKING A DIFFERENCE: NGOs and Development

(D. Hulme and M. Edwards)

NGO PERFORMANCE AND ACCOUNTABILITY: Beyond the Magic Bullet

(D. Hulme and M. Edwards)

NGOs, STATES AND DONORS: Too Close for Comfort?

(D. Hulme and M. Edwards)

FINANCE AGAINST POVERTY: Volumes 1 and 2

(D. Hulme and P. Mosley)

Governance, Administration and Development

Making the State Work

Mark Turner

University of Canberra

and

David Hulme

University of Manchester



Contents

<i>List of Boxes and Tables</i>	ix
<i>Preface</i>	xii
<i>Acknowledgements</i>	xiv
X 1 Development and its Administration	1
Development	4
Development administration	12
2 Organizational Environments: Comparisons, Contrasts and Significance	22
Making sense of the environment	23
Elements of the environment	25
<i>Economic factors</i>	25
<i>Cultural factors</i>	34
<i>Demographic factors</i>	39
<i>Political factors</i>	44
The public sector and its environment	52
<i>Distinctiveness</i>	52
<i>Diversity</i>	53
<i>Turbulence</i>	53
<i>Opportunities and constraints</i>	54
<i>Competing perceptions</i>	54
<i>Cause and effect</i>	55
<i>Foreign models and Third World realities</i>	55
X 3 The Policy Process: Politics and Technics	57
What is policy?	58
The contribution of policy	59
Explanations of the Third World policy process	64
<i>Society-centred models</i>	64
<i>State-centred models</i>	67

Participation in the policy-making process	70
Policy, politics and implementation	75
Conclusion	79

4 Bureaucracy: Obstructing or Facilitating Development?	82
What is bureaucracy?	83
The origin of Third World bureaucracies	85
Bureaucracy and development	86
<i>Size</i>	86
<i>Capacity</i>	88
<i>Culture</i>	91
<i>Power, politics and authority</i>	93
<i>Bureaucratic bias</i>	96
<i>Gender and bureaucracy</i>	97
<i>Corruption</i>	100
Conclusion	104

5 Administrative Reform: The Continuing Search for Performance Improvement	105
Defining administrative reform	106
Administrative reform strategies	107
<i>Restructuring</i>	107
<i>Participation</i>	113
<i>Human resource issues</i>	116
<i>Accountability</i>	122
<i>Public-private mixes</i>	126
Conclusion	129

6 Planning for Development: The Solution or the Problem?	132
Planning in developing countries: a short history	133
National development planning	134
<i>Promise and performance</i>	135
<i>The end of development planning?</i>	137
Project planning	139
Alternative approaches to project planning	144
Adaptive administration	145
Participatory rural appraisal	146
Conclusion: planning in the real world	149

X 7	Decentralization within the State: Good Theory but Poor Practice?	151
	The meaning of decentralization	152
	Why decentralize?	156
	Devolution and deconcentration	159
	<i>Devolution</i>	159
	<i>Deconcentration</i>	160
	Decentralization in practice	162
	<i>Africa</i>	162
	<i>Asia</i>	165
	<i>Latin America</i>	166
	<i>The South Pacific</i>	167
	The performance of decentralization policies	167
	Prospects and prescriptions	172
	Conclusion	174
8	Public Enterprise Reform: Private Sector Solutions	175
	The origins of public enterprises	177
	Public enterprise performance	179
	Rethinking the state	183
	Strategies for public enterprise reform	185
	<i>The policy framework</i>	186
	<i>Management reforms</i>	188
	<i>Privatization</i>	190
	Politics and feasibility	194
	Conclusion	198
9	Beyond the Market, Beyond the State: The Rise of Non-Governmental Organizations	200
	Types of NGO	201
	The rise and rise of NGOs	202
	The comparative advantage of NGOs: competing concepts	207
	NGOs and the state	210
	NGOs, empowerment and politics	215
	Strategic choices for NGOs	217
	Conclusion	218

10 The International Environment: External Influences and Governance	220
The colonial era and its legacy	221
The cold war era	222
The contemporary international environment: context	226
The contemporary international environment: key concepts	229
Problems and prospects of the new public management	235
Conclusion	237
11 Conclusion: What Future for the Public Sector?	238
<i>Bibliography</i>	242
<i>Index</i>	260

List of Boxes and Tables

Boxes

1.1	Competing Meanings of Development	5
1.2	Defining Development Today	11
1.3	A Brief Chronology of Management Thought	14
1.4	Some Contemporary Themes in Development Administration	20
2.1	Environmental Factors for Public Sector Managers	26
3.1	How Do People Use the Term 'Policy'?	59
3.2	How Much Does a Miracle Cost?	61
3.3	The World Bank's Functional Policy Approach to Growth	62
3.4	The Notorious Nine Implementation Problems	76
3.5	The Linear Model of Policy Reform	78
3.6	The Interactive Model of Policy Implementation	80
4.1	The Challenge of Big Bureaucracy	88
4.2	Project Implementation and Capacity	89
4.3	Cultural Values and Administration	93
4.4	Regime-Bureaucracy Interactions	95
4.5	Rural Poverty Unobserved: The Six Biases	97
4.6	Barriers and Opportunities for Women's Advancement in the Public Service	99
4.7	Evading the Rules in Pakistan	101
5.1	The Training and Visit System	110
5.2	Suggestions for Desirable Training Outcomes	119
5.3	The World Bank's 'Rationalist' Reform Program	123
5.4	Latin America's Social Funds: Innovative Public-Private Cooperation	128
6.1	India's Five-Year Plans	136
6.2	Sri Lanka's Rolling Public Investment Programme	139
6.3	The Conventional Project Cycle	141