

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
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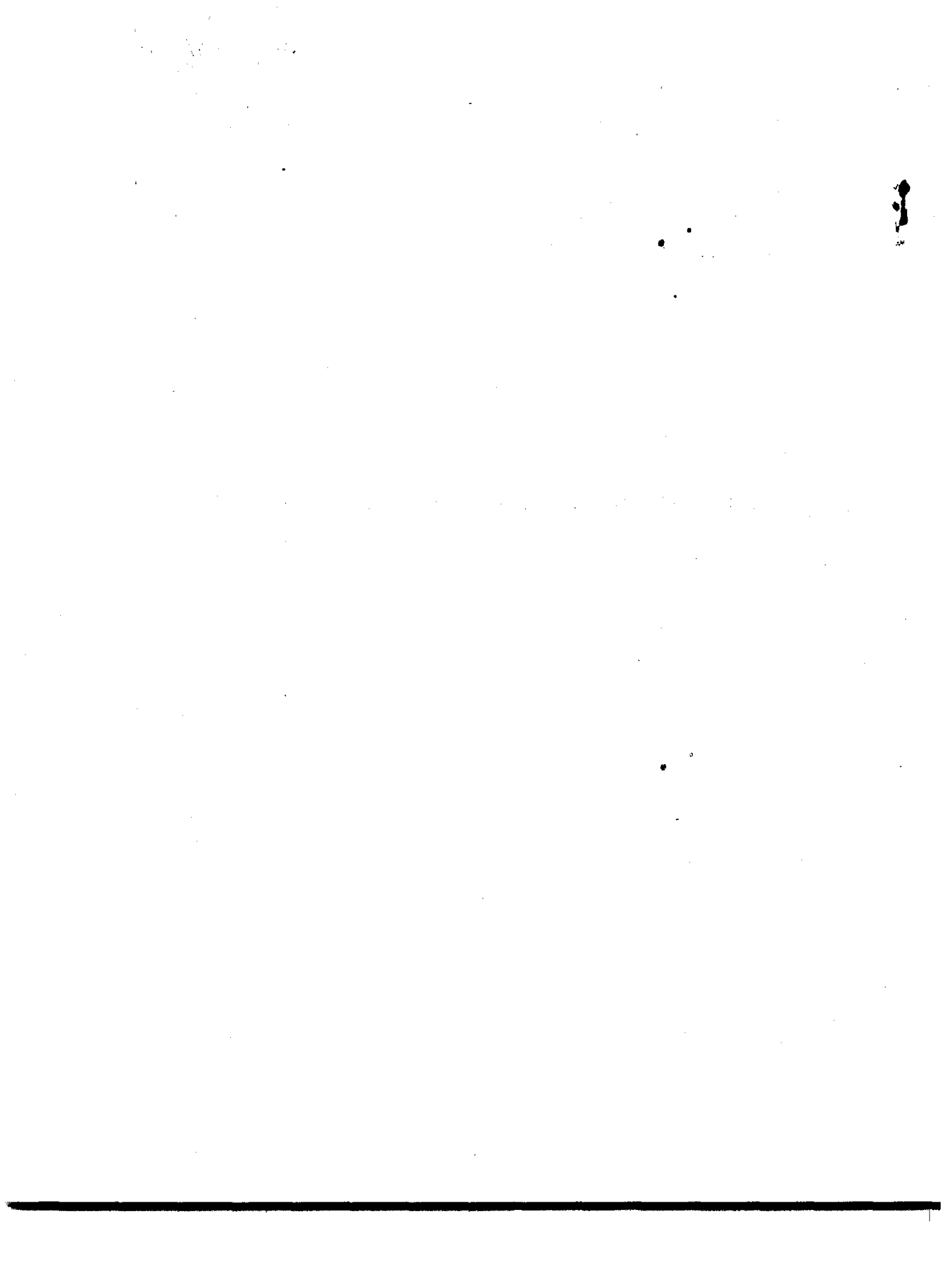
E/CN.14/UAP/177/Rev.1
14 November 1968

ENGLISH
Original: FRENCH

ECONOMIC COMMISSION FOR AFRICA
Conference on Urgent Administrative
Problems of African Governments,
Addis Ababa, 14-27 November 1968

ADMINISTRATIVE ORGANIZATION AND METHODS FOR DEVELOPMENT

M68-1871



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For a working party however competent, the administrative organization and methods for the development of a society would be a subject to be examined with some anxiety, if the whole range of its implications were involved. But when the topic is approached with humility and an open mind and, after thorough probing by discussion and exchange of experience, and leads to concrete proposals which do not pretend to exhaust the subject neither in scope nor depth, it is perhaps one of the most exciting to which responsible persons in public life can devote their attention.

The topic actually covers the ultimate goal of public action and the methods of attaining it. The first working party at this second conference on the administrative problems of African governments will describe the ultimate goal of development and the extent to which administration is responsible for achieving this social finality, while the second working party will be responsible for analysing the methods.

It would be wrong to regard an examination limited to methods of action as a task of second-rate importance. The participants at the Seminar on the Administrative Problems of African States held here from 2 to 11 October 1962, have already stated that any policy of development depends partly "on technical, rational, objective, administrative, factors which governments must not disregard" (E/CN.14/180/Chap. III, para.2), adding that "problems of organization and administration should be considered along with the substantive aspects of plans" (E/CN.14/180/Chap. II, para. 1).

The subject is therefore essentially technical though it has a few general aspects.

Thus, administration is a social phenomenon, looked at externally (the ludicrous aspects of "bureaucracy" can be as illuminating as pedantic considerations) as well as internally, and group dynamics sometimes have as much influence as an official organizational chart.

Further, administration is an entity subordinated to the political structure which determines the final goals of its action, but the influence of which can also be extended to aspects which, in principle, are purely administrative.

Or again, the final goal of administration is not autonomous, but bound up with the general purposes of the society it serves. To assign responsibility to an entity for an ultimate goal external to itself, implies certain relationships between the entity and its environment.

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Crudely stated the relationship is one-sided and authoritarian. Such a situation which is suited to systems of government that make a sharp distinction between governors and governed (this does not apply only to despotic systems) is not to be recommended.

In modern societies, (whether a system of government is liberal or authoritarian) the relationship between the administration and the society is a two-way traffic. Consequently, administration cannot be divorced from its various relations with the social body and their modes of expression: the mutual adoption of ideas by administering and the administered, the absorption and redistribution of goods, funds or services, influence the characteristics of the administration.

Such diverse elements which throughout history have always had a varied content and still do to a considerable extent today in certain places, have not weakened the need for administration any more than its unity. Removed from the environment whose ends it serves through available human and material resources, administration is a technique very different from other techniques.

These other techniques in the usual sense are very special. Their limits and content are fairly well defined, and, for a season, until some new invention comes along, they provide the accepted nostrums. They are tied to sciences which enjoy a temporary but fairly established safety until new knowledge and discoveries.

On the contrary, there is still some hesitancy in admitting that there exists a science of administration which can account for the oldest and most universal social phenomenon. Occasionally the ingenious attempts at explanation border on platitude. They are either too general and merely reiterate the findings of sociology, "politology" and law, or else are too specialized and then become a set of techniques or even a bunch of nostrums.

The saving grace of research in this field lies in the systematization and rationalization of Organization and Methods. The inconspicuous initials "O and M" should not cause any delusion. Every human endeavour stems from the deliberate adaptation of a set of means. Administration is nothing more than organization and methods.

And yet, the phenomenon is not a physical or human entity functioning mechanically to produce goods or services. From the mechanical arts or the ballet to organization the difference is the same as between action and orientation of action. There is the rub. Organization is a mechanism designed to get things done rather than do them. Methods are certainly a rationalization of action but of that sort of action which is unaware of its ultimate goal or final destiny. Consequently, methods must be conceived in relation to the external ends they subserve.

This is not without its consequences. There are some administrative organizations and working methods, in other words, some administrations which are almost perfect in themselves but which are not very efficient. The machinery is perfectly coherent, but there is no contact between it and external society.

However any attempt to equate improvement in administrative functioning to the efficient operation of organization and methods produces a certain misgiving. Organization and Methods in their modern form are of private origin, whereas administration is designed to serve the public. At this level, there is no incompatibility: At one end there is a technical phenomenon designed to cope with methods, at the other an appeal to ultimate goals. Logically the process is erroneous which draws conclusions from such a comparison. It assumes that because O and M stemmed from the private sector, they look implicitly to profit. But the experience of large enterprises has shown that O and M present an improvement in processes irrespective of the ends they serve. Whereas alternatively an administration which functions regardless of costs, would probably ruin a society rather than make it efficient. The administrator is not only responsible for achieving the political ends envisaged, but is also accountable for the means made available to him. In fact, different notions are not contradictory if they enter a reasoning at different levels. Actually, the reasoning which seeks to link the technique of the use of means with an ultimate goal of that utilization and also neglects the means by appealing to the lofty ends, must be rejected because the object is to attain the goal by using the means available, and failure may result from negligence in the proper use of methods.

Moreover, the participants at the Conference of October 2 to 11, 1962 laid down the principle whereby "questions of organization structure, communications... cannot be looked upon as isolated ministerial problems". (E/CN.14/180/Chap.II, para.5).

The analysis of the concept of efficient administration in its dual aspect of suitable organization and appropriate methods considerably facilitates the study of administration and administrative reform. Those who have to take action daily in O and M services, caught as they are to some extent in the grip of the past and the needs of the moment, take concrete action by reform in methods and do not tackle organization except indirectly through methods. Theoretically, it would be an advantage to tackle the first rather than the second, since administration organization provides the framework for the play of methods; but it does not follow that methods make no demand upon organization. It would be wise to suspend judgement on structures until there has been eventually some change following an examination of methods.

I. ORGANIZATION

Organization is based on a number of concepts, the effects and methods of conciliation of which could be examined. But first the essential character of organization should be defined, starting from the ~~axiomatic observation~~ that organization implies cleavages and superpositions. The fact that an administration consisting of a single ministry with officials working in a single office is inconceivable, is not meaningless.

Actually, organization is achieved on the basis of a grid of distributed responsibilities, the vertical lines of which represent various types of action, while the horizontal ones denote a combination of different means and ways. The latter indicate the complexity of the work of administration, while the former denote the varied character of the problems.

The different aspects of action are generally regarded as functions or a combination of ways and means.

(11)A. Analysis of functions in an abstract sense would lead to structuration of administration on the basis of a global outline. In fact every administration already has a pattern from the moment it is conceived, and it is a fortunate circumstance that social life is organized quite independently of the theorist. However, it is useful to characterize functions and arrive at some outline which can be gradually put into effect.

Certainly the distribution of ministerial departments is a political matter, but this does not rule out the possibility of distribution and composition of portfolios on the basis of functional blocs.

Moreover, the existence of a structure sometimes creates a body of civil servants with their own traditions which have some value and offer a certain amount of guarantees.

Finally, administrations seldom wither away. They change with changing motives for their existence.

In conclusion, de facto organization implicitly follows fundamental principles. Indeed, any scheme of organization which does not fit in with the facts, is of doubtful value. However, it will be noted that certain functions are predominant, like Defence, Foreign Affairs, Justice, the Interior, and Finance, which are the oldest in the experience of States; as well as Education, Agriculture, Public Works, Public Health or Social Welfare. All these ministerial departments with the exception of Finance satisfy a single concept in various fields. The last named mobilize means while the other departments are devoted to the administration of direct services.

4. (111) 1. Consequently, it is worthwhile that the second working party should first ensure that the functions for securing and administering funds are all taken into consideration and appreciate whether they should be indiscriminately associated one with another or with the functions of management.

Since the media consist of men, goods and money, it would not perhaps be idle to state what should be the general administrative organs and, also consider whether the Ministry of Finance should administer the Civil Service and centralize the control of office equipment, or whether there should be some other attachment or a Department of the Civil Service, and, if so, what authority it will have over the officials in relation to the authority of the Ministries which make use of them.

Is it advisable that certain staff should be independently administered within the department where they serve? Is one a magistrate or a soldier rather than a civil servant? Or again, should the Lands Department which looks after real estate, build real estate, acquire or sell it? And, in any case, is a building a school, a barracks or just a piece of immovable property? In short, the second working party can establish the difference between the essential nature of the function which derives from the administration of the means and the specialized use of those means. It can easily be based on the analysis of acts of management and on discrimination between those who can be detached from the context of use; so far as the civil service is concerned, for instance, training, recruitment, remuneration, posting, use, supervision and discipline make it possible to secure an adequate division. But the impact of method should not be neglected either and the working party will notice that certain modern techniques can lead to material centralization which, in certain circumstances, does not rule out deconcentrated or decentralized decision-making (automization of the accounting in the civil service).

At this stage, an attempt might be made to determine the place of O and M services in the structure. Their speciality is of the most general character and is not linked to the field of application. Placing the central O and M office under personnel administration may arouse the fear that its purpose is to deflate the numerical strength of the staff, and this is psychologically a delicate point. Generally placed under the Ministry of Finance, the central O and M department may be restricted to cost compression. The working party may perhaps observe that the implementation of certain administrative methods (automization of legal documentation) and that O & M advice is of some importance for programme implementation. In this respect, the central O and M department may be placed under the head of Government, in direct touch with the bodies engaged in the preparation of plans or programmes. Besides, it must be admitted that administrative reform is an indefinite phenomenon and there are examples of ministries for administrative reform.

(112) 2. The other functions being functions of management, it was observed that administration tended to have recourse to direct management.

The fact is that it is apparently simpler, safer and more efficient to use global structures which operate directly. However, direct action where public funds are involved is unwieldy for society in general and only produces partial results. It may be appropriate to review the fields which by their very nature lend themselves to such procedures and those which are subjected to them only from habit.

For example, national defence, diplomacy, justice, police, finance, obviously come under the direct action of the State and cannot be conceded or farmed out.

The extension of political responsibility to economic and social functions has usually led to the application of the same technique of intervention. The tendency was probably justified at the outset in the absence of any animation methods. An intermediate solution between taking a given matter in hand or refraining from any action was unknown or impracticable.

However, it has been observed that in the new fields, direct action was possible or desirable even if it did not apply uniformly. Theoretically, of course, food production might be nationalized, but it is often clear that direct action in agriculture hardly goes beyond the construction of works (water supplies, drainage). Infectious disease control can more easily be achieved through direct State action centralized and rendered mobile. It does not necessarily follow that permanent and costly hospital equipment should be a State monopoly.

It is worth making a distinction between the act of administration and its concrete result. It is different from the service rendered: different from education, health and roads. It is the preparation of executive decisions and their corollaries. It is an attempt to put the administered subjects in a receptive frame of mind. It is the supervision of the result. However, this is not the way that the administered subject sees the administration and he is probably right, because the administration has become identified with its own works.

(113) 3. Now, it may perhaps be necessary for the second working party to ask itself whether this tendency is good in all cases. Certain fields would then come under animation and not under direct action. The responsible administration would then be essentially an organ of study, guiding the agencies which provide the means of action particularly through financial and technical aid and information, and the eventual direction of local counterparts. A matrix may be envisaged for the provision in ordinates of procedures for action (State monopoly, public establishment, concession, private bodies, free initiative) and in abscissa of fields of action (administration, agriculture, culture, industry, trade, cultural activity, health...). The onus is on the group to draw from the nature of the tasks the conclusions on the methods to be used. But here it is worth also linking choice with the possibilities

that can be derived from means and methods and it will be observed, among other things, that modern information and supervision media make it possible to achieve a concentration of concept and a deconcentration or even decentralization of action.

There is a particular instance where the idea has become general that responsibility for the competent administration is not a matter of direct action. The reference is to development planning. Whether the economy is a liberal one or is stimulated by public structures, planning covers the economic agents without replacing them.

It is generally admitted that the function of planning should be autonomous so far as ministerial departments are concerned; that its exercise is facilitated by attaching it to the Head of Government; and that in practice it is restricted to global concepts, co-ordination of methods, and information on implementation. This creates a need for constant liaison in the sense of information and in the opposite sense of indication. On the basis of such principles, combinations of sectoral units and units for the synthesization of means have developed in the central organization. Land and city or country planning shows similar characteristics of general planning as economic plan development.

Between the concept of a policy at this level and inter-ministerial co-ordination, the difference lies in the scope of structures and their permanent qualities. In the matter of planning, regional developments administrative reform, the range of ministries, commissariats, ministerial delegations, are differentiated more by the structure and general purpose than by the intrinsic character of the tasks devolving upon inter-ministerial co-ordination committees.

(12)B. If we suppose that there is a balance between functions, it becomes necessary to link the whole through adequate co-ordination systems. In this the procedures vary: separate work based on mutual information, independent work or work in mixed groups.

(121). In the field of inter-ministerial relations, co-ordination encounters a number of obstacles: ministerial structures are vertical and hierarchical and the bridges between them must be supervised from the top; ministerial departmental heads are the only holders of power, since co-ordinating ministers are not heeded and Heads of Government are too busy. The need to ensure the success of a certain type of co-ordination is evident: ministerial functions are of a technical character in general and, for that reason, inter-dependent where it comes to policy implementation. There is bound to be solidarity between spending departments and departments of finance, for instance, and in certain respects, each ministry is of a general character when compared with the different techniques each of the others offers.

The closest methods of co-ordination are joint working parties at the level corresponding with the degree of precision required in the work to be done. Bridges can be established at various levels. Excesses may arise when could practically be set up an inter-ministry which would rely upon the two initial structures which now have no more decision-making functions and are just administrative props. At this point, there is considerable loss of means and time.

(122) Therefore, it is convenient to reserve the joint intermediary level groups for occasions and levels where irreversible choices are made. If not, co-ordination at the top, in the inter-ministerial committee, meets with incompatible situations and is blocked, and the solution can only be found by referring the matter lower down the scale, with detailed parallel instructions which clutter up the discussion at the top to no purpose and it is not certain that they will be interpreted the same way by both structures. This also leads to loss of time and means.

The joint working group also has its disadvantages, in that, among other things, it interferes with the regular operation of the departments represented.

Periodical meetings are more flexible but their effectiveness depends on preparation of the meetings and, concretely, on the relations between individuals.

The co-ordinating ministers or departments are of little help for one or other of the reasons given above: they either form a parallel structure which is unwieldy and inefficient; or, more often than not, they remain decision-making bodies at the top which are powerless to resolve contradictions.

The most modest forms, (standing and ad hoc committees,) have the same opportunities and risks.

(123) A general factor favourable to co-ordination is the normalization of structures; but it quickly comes up against the heterogeneous character of functions which provided justification for structural cleavages.

(124) It has often been observed that co-ordination is a question of mode of thought and action rather than of structure. In this respect, any ground for meeting is good and co-operation between the administrative departments and parliamentary commissions, units of economic councils, or commissions of planning bodies should not be neglected. The very discrepancy of fields of competence of these groups is a more extended form of administrative co-operation. In these gatherings, not only are a number of departments to be found, but also a whole range of services differing every time.

(13) C. Co-ordination is only a means. The second working party may discuss structures calculated to facilitate the preparation of global policy.

(131) Is it necessary or just useful for a ministry to have a team of close collaborators, a Cabinet? If such is the case what should be the action, methods and especially the limits of competence of this cabinet so far as the divisions are concerned?

Is it appropriate that a head of Government should have an official general secretariat and if such is the case the same questions arise and, in addition, the question of the attached offices.

The solution of the overall problem depends on what is felt to be necessary for the preparation of enlightened decision.

(132) It is generally recognized that the process of decision-making includes at least two sub-units: information and option.

The first, best described and most conveniently studied consists in a knowledge of the environment. In this respect, the administration as a whole and many external groups participate in the process of decision-making through their own supply of information.

The observation of facts, the systematic notation of quantitative data have become possible through the general use of statistics. The storage of recorded information has been facilitated by computers which have profoundly changed the process of decision-making: data are immediately and everywhere available in their entirety. To this excess the machine also administers a remedy.

What some describe as cybernetics removes contradictions, selects and brings out the significant elements, in accordance with a pre-established programme.

(133) Similarly, detailed extrapolation of data is possible and the consequences of decisions or options may be envisaged. Not only is it thus possible to integrate in the forecast the consequences of planned procedures not yet carried into effect, but it is also possible to discover the variable combinations of adequate means for achieving the desired end.

(134) The second phase of the decision, however, remains as mysterious as ever at the level of political decision-making. The science of administration and the technical means are restricted to limiting the field of intuition and risk: the infinite diversity of factors probably makes it possible to ensure that choices of general policy which would be dictated by mere information will be rare.

Factor tables of rational policy based on cybernetics can be envisaged in all fields, in development planning as well as in the more traditional field of education.

(14) D. After analysis has determined the sphere of competence of each ministerial department, or of each of the major fields of management, the internal structure should determinate centres of decision; but this is not the only criterion, and the assessment of the consequences on the structure of each principle is not the least of the organizer's responsibilities.

(141) There are general factors which do not come under O and M and a mere mention of them is all that is necessary: a country's geographical dimensions, its economic and social system, political theory, etc.

(142) In the second place, as for the distinction between overall structures, the differentiation of functions plays a part in each structure, but a subsidiary part. Thus, when the speciality has not been retained as a factor for grouping the administration of men, goods or funds, in a general administrative body, a management division is established within in the ministry (or a management bureau in a division) Similarly, if the function of foreign relations has not prevailed upon the technical aspects of the department; a body is set up within the technical ministry to take charge of foreign relations. Such solutions do not necessarily present any major disadvantages if there is constant co-ordination with the leading Ministry (Personnel, Foreign Affairs, in the examples given).

(143) The problem peculiar to internal organization of structures is the problem of levels. Usually, the central administration regards itself as the "brains" and decision-maker, elaborating a doctrine or theory, and taking decisions of principle. It is doubtful whether this self description is exact, and if it were, would be recommendable.

The organization of levels is linked with the necessity of effective functioning, supervised and fairly rapid, and this implies a responsible management which is not too heavily laden. The structure is then determined by a reasonable spread of authority over the subordinated structures. The maximum degree of demultiplication, probably less than ten subordinated units, depends on fairly steady human capacities. It should be combined with the minimum derived from the complementary aspects of action to be integrated. At a certain level of complexity the exercise of authority implies a team or "staff" even if it makes the process heavy or slows it down.

The speed in decision-making is one of the aims of organization. If it cannot be achieved through simplifying the circuits, it can justify delegations and even lead to a reform of the hierarchical system of competencies; but to avoid any frittering away it would then be necessary to establish lines of co-ordination at the lower levels.

In certain cases, these procedures are not enough to ensure regular and quick functioning. The organizer then comes up against a problem when he wishes to satisfy the political desire of uniting vast units. According to the nature of the technical facilities available, whatever their perfection, there is a limit to the indefinitely enlarged conception of the function. And so it is not unlikely that public health, population policy, family welfare, the guarantee of risks against disease are aspects linked up with an overall policy. This does not necessitate the creation of a single ministry, since coherent and distinct sub-units stimulated by specialist personnel of different disciplines working according to specific techniques are to exist side by side. At this level structural re-grouping is not absolutely necessary for unity of overall concept. It simply facilitates it, provided methods of administration are related to the size of the whole. If not, appropriate contacts are more profitable.

Besides, the division of tasks sometimes inevitably derives from the nature of things. Unity of action in complementary sectors stems more from policy than from co-ordinated administration or from integrated administration.

(144) Efficient operation depends on another set of factors: the composition of the organization is determined by the sum of elements necessary for the process of study, deliberation and decision.

Certain organizations are relatively simple. An O and M unit should have systems analysts, operational specialists and meticulous organizers. The range of specialists in an accounting centre or a rural extension service is limited.

The difficulty arises with the complex managements units. In general, a description of the sub-units to be brought together in a single structure is tantamount to an analysis of the administrative process. Even the general administration is a combination of technical functions proceeding according to rule, supervision and control, as well as by direct action. In these missions, it requires to have information, significant establishment of this information, centres of decision, means of implementation and controls. The overlapping of problems, again offers certain options at this level such as centralized planning or the co-ordination of separate decisions; centralization of the administration of means or rendering them available with transfer of competence. This must be coupled with questions of controls; general inter-ministerial inspections or ministerial inspections or even special inspections.

Hesitation is greatest in the case of organs of conception or of policy framing but the solution does not lie in bringing together all the structural elements necessary for achieving the function. It is to be found in the co-ordination and the routing of information. This is the situation facing a central planning organization. Its attachment to the top does not imply that it is a super administration, but gives a clear picture of the political purpose, independence in the assessment of possibilities and of compatibility of interlocking ends, objectivity in choice of means, general information, possible supervision of implementation.

Generally speaking, if each ministerial department were to set up a rational and scientific administration, could result in costly overlapping, useless from the standpoint of information and exasperating for the administered.

(145) And so a third series of factors intervene to limit the tendency to enlarge structures to which the desire for unity and all-round perfection would lead. Here we are dealing with techniques of action.

When the administration implements non-administrative techniques (medicine, agronomy, rural engineering...) it resorts to specialized personnel who are given definite missions. The administration does not claim to direct and supervise the concrete implementation of the work. Thus are created the coherent units which as has already been said, it is not necessary to unite in one administrative structure. They may even be left out of the administration. Administration recesses upward to tackle tasks of conception and animation and supervise results.

If the administration sometimes finds it advantageous to adopt this attitude with regard to public technical services, it is even more so when it has to direct, co-ordinate and supervise private initiatives. It can also, by participating in them, create semi-public enterprises, adopting a similar attitude of inducement towards them.

It is however remarkable that the technical ministries responsible for the trusteeship of certain sectors or branches of activity, sometimes limit themselves to prohibitive regulations which have no shred of inducement about it. Ensuring labour safety and supervising technical risks, are their chosen field of action, combined with punctual or general direct actions usually concerned with infrastructure. On the contrary, the policy of inducement is usually the responsibility of the Ministry of Economic Affairs or the Central Development organ. This situation is sometimes natural since inducement in a given field is achieved through facilities dependent on another field, especially financial advantages. It is not necessarily a disastrous situation since co-ordination between the sectors is structurally ensured. It follows that another type of co-ordination should be established to prevent technical regulations from contradicting economic incentives.

(15) E. Field branches are unequal extensions according to the functions ensured. The functions ensured. The function of direct management leads to the establishment of a local structure and regional relaying organs, and here the problem is to evaluate the correct degree of deconcentration.

Functions of administrative control over technical bodies may be confined to corresponding light units and mobile inspection.

Field units of the planning institution are usually designed to report on evolution of phenomena and to advise the co-ordinating body which rather represents the governmental authority. It still remains difficult to envisage actual control in plan implementation which is quite different from political control in ordinary law.

However, pin-point operations or experiments may justify all-purpose organization teams. Large-scale and long-term operations may justify specific administrations or "mission administrations", established on request and operating with the broadest autonomy.

Administrations, whose function is to give incentives and co-ordinate activities, record satisfactory results through external services and through banking or a financial system.

II. Methods

(2) In carrying out its duties, the Administration may have little interest in assuming the aspect of public power often attributed to it. It has neither its own ultimate aim nor legitimacy; only the targets of its action are set forth in a policy which, however, does not transfer to civil servants the metaphysical aura of sovereignty and infallibility.

Consequently, administrative methods are not to become a ritual: symbols and ceremonies are not to pervert the mind of the administrator: the severity of the law should not lead to fetishism, functionalism should not imply anonymity; the hierarchy does not have to be remote.

The administrator should not, above all, always keep his eyes only on the hierarchy that is to control him; neither should he cast but a distant glance on the administered, while considering them as a homogeneous unit, an object of action.

Under such conditions, the governed may cease disliking the administration. Reform of methods is not an easy task. Nobody readily accepts that his functional justification should be questioned; the civil servant in particular; but he more than anyone else feels infallible, for his action is part of the State entity. This speciality isolates him, even from his colleagues belonging to other bodies, and it frequently happens that the esprit de corps engenders clan struggle.

So, reform in administrative methods and the adoption of modern methods of decision-making, administration and control must go hand in hand with a new type of relationship between the administration and the administered.

(21) A. Modernization of methods is based on an accurate assessment of the part of intellectual work actually involved in every administrative procedure. Eighty per cent of administrative operations are material operations and routine work: copies, transfer of information from one support to the other, calculations, correspondence, surveys, checking up of statements, compilation of records and keeping of statistics.

Furthermore, each individual case is solved according to a general pattern and in practice the methodical comparison of data from individual records with fact and rules determines decision-making.

As analysed earlier, the procedure of decision-making was applicable to policy-making or to decisions close to it. On the other hand, in an administrative structure, analysis makes it possible to distinguish several levels of decision-making:

- In the central administration, decision-making normally sets the general rules to be observed so as to attain internal objectives or perform the duties defined as by-products of the objectives set forth by the policy-making authority. In cybernetics, these axiological decisions distinguish the "selector".

At the intermediate level, the point is to adapt a general rule, to describe the terms and conditions for its application, to specify the criteria for identifying cases of enforcement of the rule. This is the transduction level in cybernetics;

The operative or effector, at the third level, carries out instructions. His scope of assessment is limited; it takes pseudo-decision.

(211) 1) At these three levels, modern methods can bring about total administrative reforms.

Decision at the administrative as well as the policy-making level takes place after a process in which the moment of choice follows an information phase.

(2111) (a) Information is conceived in terms of statistics. Statistics is in itself a method indifferent to the techniques supporting it. It records individual cases as numerical units. It describes phenomena in quantitative terms. It may be based only on samplings, but these are all the more significant because they are linked up with previous comprehensive censuses. These descriptive statistics are the first stage of information.

At this level, statistics may be profitably classified and standardized by a single institution with adequate resources and with power to ensure the standardization of the data. In particular, the utmost importance should be accorded to the presentation of the statistical results after processing.

(2112) (b) Theoretical statistics based on facts indicated by descriptive statistics, may be used for making forecasts. Further planning and the consequences of possible options is the second stage of sound decision-making.

In this field, data processing contributes immense facilities for analysing. Its role has been dealt with above with the analysis of the centres of decision-making.

The methods of data processing remain to be analysed. Data processing is, generally, a prop and storage of facts and as such, it has become an essential tool in economic and social statistics.

(2113) (c) Moreover, information required for decision-making is concerned at once with the competency of the decision-maker compared with the situation which is described to him and with the means which he can lawfully utilize in a given situation. In this field, legal data processing, although little known and less advanced than the similar branches operating in economic and social matters, also offers considerable possibilities. Group II might find it worthwhile to explore the fields in which these new methods in legal data processing could be used: general information definition of authority and responsibilities, identification of inconsistencies in legislation, regulations and jurisprudence.

From the moment when electronic or punched cards storages are connected to computers, automatic device is no longer confined to storage of information and to automatic selection of significant units. The line between data processing and automatic gestion is thus easily crossed over. Beyond, the techniques evolved are ascribable to cybernetics. This scientific discipline of recognition, analysis, comparison of factual and theoretical data, operates roughly on a human pattern: storage, reading, research, inquiries, responses. It therefore corresponds to the procedure of decision-making. Group II might usefully analyse some examples of overall programming that may constitute the basis for decision-making policies, economic and social planning, recruitment policy for the civil service; or, further, the application of economic theories through fiscal and budgetary methods which, in practice, is made possible by data processing.

In pin-point operations, programming is less complicated and does not necessarily require the use of computers. Rural development work can provide a concrete example in the formulation of a standard dashboard.

(212) 2. In current administrative acts, automation still provides more easily the methods for taking decisions but they are decisions which actually are pure applications, pseudo-decisions - and the automatic device can be extended to comprehensive programmed management.

(2121) It is therefore of prime necessity first of all to formulate for each administration a chart marking out its potentialities, in relation to which its attitude is one of permanent or temporary abstention and the situations justifying an automatic or post-selection operation. Cases of abstention mainly due to an organization's competency and limits, and cases of automatic action because of applicable regulations, are the most appropriate fields for programmed administration.

On this basis of distinction between various types of abstention and action, there is need to prepare a standard administrative chart.

(2122) This task is a necessary prerequisite for programmed administration, but it is generally useful and it is the duty of the organization and methods offices to carry it out. A departmental head could not be too interested in the methods used by organization and methods analysts, for their approach may disclose problems regarding operations of his administrative department: texts or customs, practical channels, allocation of duties, and reconstitution of logical channels.

Such a research is the essential prop of a well conceived set of rules and Group II might consider it worthwhile to formulate the contents or work regulations regarding the operation of the service.

(2123) Similarly, organization and methods activities are a necessary prerequisite for the analysis of costs and productivity of a service. It is most desirable for administrators to assess improvements that may be expected from methods of linear organization, planning, substitution of diagrams for intellectual acts and generally acceleration of procedures by means of various technical devices.

(2124) Apart from these applications which do not necessitate the use of electronic techniques, organization and methods activities make it possible to replace operations performed by civil servants by automation. Group II may take examples such as the system of identification of persons, e.g. pursuit of delinquents; the establishment of pensions; the issuance of car licences. Other more complicated applications may be analysed. Thus, on the basis of mechanized storage inventories, it may be possible to establish a procedure for an automatic decision-making, where the exit of any article from the store varies the stock and eventually determines the volume of contract or the placing of an order of delivery according to a standing contract. The same holds true in respect of the consumption of credits in relation to accounts supply within budgetary limits. Generally, data processing offers considerable prospects in accounting.

(22) B. Control of accounting and improved productivity in public services have become a major concern of the present age. It could not be otherwise, having regard to the magnitude of the taxes levied by the government in most countries.

(221) The first step was to know the cost of State functions, and the classification of spending according to major functions in the budget papers are politically significant but have no value for administrative control.

(222) The application of analytical accounting to administrations is complicated. The organization chart depicts but part of the functions; furthermore, since administrative functions are based on social activities rather than specific production, cost analysis embodies under each heading the result of operations unrelated to the specialized function. To take an example, the cost trusteeship over underage youth and of control of mining enterprises offer a comparison without interest; but it is useful to know the cost of mail services in each of these administrative services.

Consequently, the preparation of analytical accounts is tied up with the analysis of administrative procedure as understood by specialists of O and M.

(223) The standards of cost and productivity must cover fractions of administrative work whose size and content are sufficiently limited so that the conclusion of the calculation may be applicable irrespective of the functional content of the work.

Bearing in mind a few precautions, it is possible to draw useful conclusions from standardized administration budgets prepared for local authorities if a relatively refined analysis of accountable posts is adopted.

(23) C. Another important element in administrative cost is real estate. There are systems in which amortization is included in the assessment of administrative costs. Improved use of building is tied up with analysis of the tasks and the procedures, analysis in which organization and methods offices are engaged.

After becoming aware of the nature and scope of operational improvements effected through reliance on methods analysts, it is no longer possible to reduce their techniques to removing some items of furniture and to shifting some partitions in a building.

It is on the contrary useful to associate the organization and methods office with the activities of architects and building specialists whether for the re-organization and maintenance activities constantly in process in public buildings or in planning new buildings.

Generally, the policies adopted and the practical advice in this matter are less likely to meet the opposition from civil servants than are methods. At times, it is, however, delicate to re-question the spatial relations which give concrete form to the proximity of power. Not all heads of services are willing to join physically their bureaux rather than their ministers. There are noble floors and pitiable levels. Too utilitarian a conception in the distribution of areas usually shortens the distances leading to the Director's office.

The administration does not wish to be a glass-house where even the governed may move freely. Civil servants must, then, be convinced, that the implied hostility sometimes displayed by administrative services towards their visitors is not, no matter what might be thought about it, a factor for good administration.

III. PUBLIC RELATIONS

(3) Reform in administrative methods is often accompanied by new types of relationships with the public. Besides, the methods are interrelated technically whether they cover conception, decision or reception of persons whose inquiries may be answered as quickly as possible and to whom documents may be given on the spot.

(31) 1) Forms and documents should be clearly worded for the uninitiated and this is all the more easy because duly completed and signed requests are no longer the support of the administrative procedure. They are translated for administrative work, automatized or not. As "the transducer" itself is worked by automatic device, facility for the governed is no longer counter-balanced by the length and cost of transcription.

Similarly, general documentation could easily be made less dull and unreadable. When data processing offers storage of legal data for the civil servant, publication for public must be distinct. It can be pruned down and presented more adequately.

(32) 2) The manner in which the governed are received has been considerably improved by up-to-date design used in administrative buildings. The rational use of the premises by employees can be profitably accompanied by a total transformation in the idea of public buildings. Some have become modern architectural monuments offering a forum for social life, both cultural and commercial. The administration thus mingles with everyday life and this symbiosis corresponds to a need.

(33) 3) It might be interesting for Group II to examine the possibility of a concrete administrative democracy.

Admittedly, present trends in dialogue between representatives of groups, in permanent consultation with corporate bodies, are to some extent successful.

Presently, these ways have not done away with the autocratic character of administration even when the point at issue is not to frustrate but satisfy a request by the governed. Besides they could not do so because such collegial methods are a mere substitution of one officer for another: the representatives of the profession are becoming relays: they participate in the administration but the satisfaction that the lowest rank of the governed derives from this is small, for decisions remain imperative. Clear conscience of meaningful freedom cannot be regained in this manner.