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ON

MEASURES TO STRENGTHEN THE CONTRIBUTION OF  
NATIONAL INSTITUTIONS OF PUBLIC ADMINISTRATION  
AND MANAGEMENT FOR SOCIO-ECONOMIC DEVELOPMENT

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## INTRODUCTION

1. National Institutions of Public Administration and Management have been established in each and every African country in the aftermath of national independence in the nineteen fifties and sixties. These institutions were intended as primary vehicles for the establishment and enhancement of efficient and viable administrative systems capable of shouldering the post independence responsibilities. There was demand for their services for the attainment of socio-economic development goals and objectives. However, because these National Institutions of Administration and Management have not performed as well as expected, they have come to be viewed by national governments as replicas of their counterparts in the ex-colonial countries, considering especially that many of them were actually established by their colonialists towards the end of the colonial era. Hence, these institutions have come to be perceived as part of the colonial legacy and are, therefore, assumed to be ill-equipped and ill-prepared to shoulder post-independence goals of nation-building and socio-economic development, self-reliance and self-sustenance.

2. There is consensus among most African countries that measures should be taken to strengthen national institutions of public administration and management so that they can contribute to the speeding up of the process of self-generating socio-economic development. Such revamping and restructuring of African public administration institutions should stem from and keep abreast with the changing roles of these administrations in socio-economic development. The trend is to shift emphasis from the training of personnel for the maintenance of law and order, and collection of taxes which used to be the only concern of the colonial civil servants to administration that is responsive to the needs of the socio-economic development aspirations of the nation and its peoples. The changing goals and objectives of African nations in the post-independence era as well as the ever-increasing challenges and ever-expanding problems have all necessitated continuous review of the roles and responsibilities of public administration institutions. The need to review the goals, strategies and structures of national institutions of public administration in response to internal and external influences of regional and international economic institutions like the IMF and the World Bank has also become more imperative than ever. The experiences of managing the current socio-economic crisis suggest

that in spite of the establishment of Public Administration and Management Institutions by all African countries, African administrative systems have failed to cope with their new roles as agents of social change and as instruments of nation building.

3. It could, therefore, be argued that to enable African Governments and African Regional Organizations to attain their socio-economic goals, administrative systems have to be reformed. These systems should be capable of implementing and executing African socio-economic plans at both the national and regional levels. Comprehensive administrative reforms should include the reform of national institutions of public administration and management. This study is intended, among other things, to propose measures to strengthen the contribution of public administration and management national institutions to the speedy socio-economic development of African countries.

4. The study comprises three sections. The first section includes a description of the genesis, roles, objectives, functions and activities of African Institutions of Public Administration and Management (IPAs) in the post-independence era; their contribution to management improvement, socio-economic development and the constraints that have inhibited their performance. The second section discusses socio-economic development endeavours by African countries and African regional organizations such as the ECA and OAU; the administrative and managerial components of these endeavours, as well as the role of institutes of public administration and management in the success and/or failure of socio-economic development. The third section represents a critical appraisal of the actual roles and performances of these institutes since their inception and the dynamics of relations and interactions between them and all socio-economic plans of African countries and African organizations, measures for strengthening the contribution of public administration and management institutions are derived from this appraisal.

## SECTION I

### GENESIS, ROLE, OBJECTIVES AND CONTRIBUTION OF AFRICAN INSTITUTES OF PUBLIC ADMINISTRATION AND MANAGEMENT

5. Institutes of public administration and management were established in Africa during the 1960s. The establishment of these institutions of public administration and management almost coincided with the advent of national independence. They were established either a few years before or after the attainment of independence. By the early 1960s, there were over forty institutes of public administration in Africa.<sup>1/</sup> Although there is virtual consensus among African scholars and students of public administration and management as to the objectives and purposes of these institutes, nonetheless the reason for their establishment has been the subject of controversy. An ECA publication<sup>2/</sup> refers to some scholars as saying that the impetus for the establishment of training institutions in Africa came from international organizations and large donor agencies. Adedeji<sup>3/</sup> refers to the establishment of IPAs as an African innovation intended as a novel institution, which provides neither academic training nor professional education, though intended to provide training in the

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<sup>1/</sup>L. Rowland: African Institutes of Public Administration Towards the End of the Beginning, in A. Adedeji: Education and Research in Public Administration in Africa, Hutchinson & Co. (Publishers) Ltd. London 1974, p. 63.

<sup>2/</sup>United Nations/ECA: The Capabilities of African Regional and Sub-regional Institutions of Public Administration and Management in Providing the Training, Research and Consultancy Needs Urgently Required by the Development Process: Public Administration, Human Resources and Social Development Division: ECA/PHSD/PAM/89/14 (1.1(i)(a), Addis Ababa, Oct. 1989, p. 2.

<sup>3/</sup>Adebayo Adedeji: Education and Research in Public Administration in Africa: An Overview, p. 14.

techniques and procedures of administration. Gant<sup>4</sup>/ argues that a major motivation for their creation was to train large numbers of civil servants for a burgeoning bureaucracy and that a second but laggard objective was to serve the management personnel needs unique to new and rapidly growing social and economic objectives and programmes. A United Nations Publication<sup>5</sup>/ states that the establishment of institutes of management training in several developing countries was a consequence of, among other things, the prevailing American and Western European public administration models and programmes in the 1960s and 1970s. It argues that the rapid emergence of these institutions had implied an acceptance of the idea that western public administration and management systems possessed an inherent validity for their effective transfer to non-western settings.

6. The question whether these institutes of public administration and management are innovative bodies intended to achieve prescribed national goals or whether they are emulations of western models bequeathed to African countries at the time of their independence with the ulterior motive of retaining them as dependent satellites to western administrative and cultural systems would have been considered a cardinal question at the time of independence. The crux of the issue now should be how far these institutes have gone in achieving the goals set for them at the time of inception; and whether those goals need some up-dating, revamping and articulation.

7. Establishment of institutes of public administration and management in Africa was concurrent with the greatly felt need for public administration education.<sup>6</sup>/ Such need was fully crystallized and lucidly expressed in the nineteen sixties in the wake of the departure of large

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<sup>4</sup>/George F. Gant: Development Administration, Concepts, Goals, Methods; The University of Wisconsin Press; Madison-Wisconsin 1979, p. 261.

<sup>5</sup>/United Nations, DTCD: Element of Institution - Building for Institutes of Public Administration and Management; ST/ESA/SERE/25, United Nations, New York, 1982, p. 28.

<sup>6</sup>/Adebayo Adedeji: Education and Research in Public Administration in Africa: an Overview, p. 13.

numbers of expatriates. It was also due to expanding public services and the resulting need for more qualified local staff to replace departing expatriates and to shoulder expanding duties in the public service. These institutes were also training staff and equipping them to be able to run newly acquired business enterprises that were nationalized or sold to national governments by foreign nationals and by ex-colonial governments. Public administration institutes were also entrusted with preserving the standards of public services that were previously run by colonial expatriate staff. This was to be observed through training local staff and by reorganizing and restructuring public service units and departments.

8. Hence, judging from the roles and responsibilities of public administration institutions, it can be argued that development was not, in the immediate aftermath of political independence, among the top priorities of the duties of these institutions. So much so that the subsequent incorporation of development as an objective of these institutions should have required a thorough revision of all of their roles, structures and responsibilities. However, it is extremely vital at this juncture to differentiate between formal goals and objectives and the actual practices and operations of these public administration and management institutions. The importance of such distinction stems from the fact that the establishing acts of almost all IPAs have included, among their objectives, their role in contributing to socio-economic development.

9. It goes without saying, however, that the best means and the most logical way to test and to verify the fulfilment of such objectives would have been through field research and scientific collection and analysis of information and statistical data. However, for lack of availability of such information, the stated objectives of some of these IPAs shall be explored as well as the opinions and observations of some of the scholars and students of public administration regarding, the nature, type and magnitude of the activities of these institutions in the post-independence era.

10. The Institute of Public Administration of Ghana (GIMPA) established in 1961 as a joint venture between the United Nations and the Ghanaian government states its objectives to include the promotion of the social,

economic and political progress of the people of Ghana and other African countries by the study of public administration, in general, and of the patterns and procedures appropriate to Africa, in particular, and by provision of courses of training in public administration.7/

11. The use of the term "study" actually indicated the direction that not only "GIMPA" but also most other IPAs were to adopt. They were to become schools and universities that use the classroom and lecture method as a medium of instruction for putting across knowledge to their trainees. The establishing Act of "GIMPA" states further that "the Institute shall fulfil its objective by providing courses of training in public administration for persons in , or seeking a career in, the public services of Ghana and other African countries, or interested in the development of the public services of Ghana and other African countries". The Institute thus has three major functions, "within Ghana". These are the training for development, research and consultancy and the holding of conferences on administrative and governmental problems.

12. The Institute of Public Administration of Sudan which was also established as a joint venture between the United Nations and the Sudan government in 1960 states its objectives as follows:8/

- (a) to provide practical and academic training in administration for government officials in order to raise the standard of administration, prepare officials for more responsible tasks and stimulate efficiency and economy in government. This is to be achieved by means of in-service-training, both full-time and part-time, through the media of classroom lecture and discussion sessions, field work, conferences, workshops, projects on

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7/Brian G. Weinstein: African Schools of Public Administration; a report to the Agency for International Development: Development Programme, African Studies Centre, Boston University, 1965, p.9.

8/Institute of Public Administration, Sudan: Background, Organization, Purpose, Programme of the IPA-Sudan: Institute of Public Administration, Khartoum 1960, p. 4.



administrative management and programmes for executive development.

- (b) to conduct studies on current administrative problems in government administration in Sudan aimed chiefly at administrative improvement and engage in consultative services when required.
- (c) to produce manuals and other documents on administrative operations in Sudan required for in-service-training, issue publications on administrative problems, professional conferences, round-table discussions, etc.; promote the exchange of information on significant developments in public administration in Sudan and abroad; maintain a library of technical information, up-to-date literature on public administration, governmental reports in public administration in Sudan and elsewhere for the purposes of reference and research and for the general use of students of the Institute.

13. It can be argued from a critical look at the objectives of the IPA of Sudan that emphasis and precedence are given to training. The objectives also refer to academic training which reference is indicative of the type and nature of the IPAs' activity. As observed in the Ghanaian case, "GIMPA", Sudan (IPA) was going to be turned into an academic institution that adopts and cherishes the lecture-type method of training. It can also be observed that reference in the objectives of Sudan Institute of Public Administration to socio-economic development is rather peripheral. It is to be noted that under "Background" in the same pamphlet prepared by IPA of Sudan, it is stated that the growing complexity of government operations, the increasing demands being made upon the government to provide the administrative framework to cope with programmes of economic development and social change, and the transition created by the country's national independence, all necessitate the development of a corps of public officials, well trained to undertake these responsibilities and ensure efficiency in government.

14. Addressing Directors of Institutes of Public Administration from the Commonwealth countries of East Africa during the Third Conference of Directors of IPAs, the Hon. Mbiyu Koinange, Minister of State in the office

of the Kenyan President, said at the opening session<sup>9/</sup> that "like most of you, we in Kenya have made great strides since independence in reforming and improving our administration. This Kenyan Institute of Administration, like the institutes which you represent here is a major instrument in that exercise of reform. It has to train many men and women in the tasks of administration in this country. The skills and the necessary attitudes required by the administration of a rapidly developing country can best be instilled in a training institution like this one, specializing as it does in the training of the administrators. The task entrusted to the institute is, therefore, immense and we in Kenya realize the vital role that an institute like this one can play in the creation of a strong and efficient public service". Also addressing the same conference, His Excellency D.T. Arap Moi, then Vice-President of Kenya said, "in developing countries and also in the more developed, there is need to educate all government officers in, first the efficient performance of their duties, second the national ideals and policies and thirdly human relations which play such an important part in building up the image of the government".<sup>10/</sup>

15. It can thus be again argued that concern and commitment by the Kenyan Institute of Public Administration as stated in the words of the two national leaders to the cause of socio-economic development is, to say the least, not central to its objectives. Like most other IPAs established in the post independence era, the Kenyan Institute of Public Administration (KIPA) is more concerned with up-grading skills and improving professional capacities through management training, research and consultancy. This kind of attitude and direction by IPAs might have been conceivable during the 1960s when the prime concern was directed towards localization of foreigners' jobs, and also towards keeping up the level of public services in the wake of national independence. However, with the advent of the 1970s, due weight and concern started to be given to problems of population explosion, urbanization, and

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<sup>9/</sup>The Hon. Mbiyu Koinange: Opening Address, Third Conference of Directors of Institutes of Public Administration in the Common Wealth, edited by C.G. Maina, Kenya, April 1970, p. X.

<sup>10/</sup>His Excellency the Hon. D.T. Arap Moi, *ibid*, p. XII.

rising peoples' expectations and to more pressing popular demands, thus leading to widening development functions and responsibilities of governments. Such attitude in its turn put new duties and responsibilities on Institutes of Public Administration and Management.

16. Rowland<sup>11/</sup> in the light of the different and changing roles of these institutes of public administration and management divides them into three groups. In the first and largest group are those IPAs established primarily for Africanization or localization of the public services. The second group, which is a small one, established originally for localization, has moved after completing localization into the second stage of training geared towards the provision of higher levels of administrative training. The third group, which is the smallest of them, was established after completion of localization, and entrusted with the prime objective of training administrators for development, undertaking research and consultancy services and focusing attention on administrative and governmental problems. Hence, regardless of the exactness and precision of Rowland's classification, it clearly depicts the changing, and at the same time expanding roles of the institutes of public administration and management, which situation is bound to pose further and greater challenges on these institutes. According to Rowland, these challenges could be summarized as follows:<sup>12/</sup>

- (i) The general attitude of administrative officers to their jobs and to the public is unsatisfactory;
- (ii) In at least some countries, very few of the people holding the most senior posts, who may have received rapid promotion in the immediate pre-independence periods, have received adequate top-level training in public administration;

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<sup>11/</sup>L. Rowland: African Institutes of Public Administration Towards the End of the Beginning in Adebayo Adedeji: Education and Research in Public Administration in Africa, p. 64.

<sup>12/</sup>L. Rowland: ibid, p. 68.

- (iii) The most senior officers have an inadequate understanding of the duties and responsibilities of their subordinates;
- (iv) Senior officers lack positive leadership and drive and their management and co-ordination of activities is often ineffective;
- (v) Lower grade officers use relatively little initiative or co-operation in improving standards of performance;
- (vi) The ministerial, departmental and sectional standards of performance are seldom evaluated by competent officers so that appropriate remedial action may be taken where necessary; and
- (vii) There may be unwillingness to accept constructive criticism aimed at administrative improvement.

17. The foregoing issues of public administration and management are so far those issues and problems of the post independence era. There are also problems generated by the handling of localization of jobs, nationalizations and expanding public services. They are all, in essence, problems of trying to maintain the status quo and prevent deterioration. Issues and problems of development and of socio-economic growth in various countries are different in nature and magnitude, and thus will require different approaches. The degree and size of the changes that these institutions will undergo could be determined by the level of economic and social crises that have engulfed Africa since the 1980s and by the magnitude of economic and social transformations expected.

## SECTION II

### AFRICAN SOCIO-ECONOMIC DEVELOPMENT CHALLENGES AND RE-ORIENTATION OF THE PRIORITIES OF INSTITUTES OF PUBLIC ADMINISTRATION

18. African countries' efforts during the 1960s and 1970s to strengthen the bases of national independence through localization of administrations and responding to people's aspirations for better living conditions and better life prospects under independence were not adequate to contain the new and more exacting demands of socio-economic development during the 1980s and 1990s. The emerging challenges of development have been exacerbated by the natural and man-made calamities and disasters that have severely hit Africa. These disasters include the effects of drought, famine, desertification, over-population, urbanization, civil wars and the resulting instability. Hence, to achieve development against such a diversity of odds, all African countries, regardless of their economic, material and human potential have to wage arduous and uphill battles in order to attain their socio-economic goals. These calamities and disasters are deleterious to governments' political capabilities and administrative capacities. They demoralize the people, and their participation and contribution to the processes of socio-economic development. African institutes of public administration and management are in the midst of all these development challenges.

19. There are diverse challenges which impede the development of African countries: weaknesses of African countries socio-economic structures resulting from a dependency syndrome has further been accentuated by the rigidity of the structures of their economies. Such rigidity resulting mainly from mono-culture economies is reflected in the poor response to reform measures and the inability to react competitively to any international economic changes and shocks. African countries have had to accept measures and solutions prescribed for them by foreign institutions such as the World Bank and the IMF.

20. Another element that deserves consideration is the importance of adopting a comprehensive approach to national development. Development has to be inclusive and integrative. It should cover all economic, social

and other political, moral and environmental aspects. Hence, faced with a myriad of new and unprecedented challenges, African governments have to look for a breakthrough. They have at the same time to devise and activate the relevant and viable economic, social and management institutions that are competent to shoulder new roles and responsibilities and are simultaneously proactive, imaginative and creative enough to meet the future societal needs, hopes and rising aspirations of the population.

21. In order to release the productive forces of African economies from the grip of public bureaucracies, African countries, the OAU and the ECA expect the IPAs to play an active role in building the capacity and developing the necessary skills for development planning and management. African countries have, through the OAU, ECA and other UN fora, held a number of international conferences and special sessions to find ways and means for containing the development crisis. However, whether or not African institutes of public administration and management have made adjustments in their programmes to reflect the new development concerns is a moot issue.

22. These institutes are expected to have kept abreast with Africa's efforts to find solutions to the continent's underdevelopment predicament. Some of the measures<sup>13/</sup> taken by African governments in this regard include the following:

- (i) The Monrovia Strategy for the Economic Development of Africa, and the Monrovia Declaration of Commitment on Guidelines and Measures for National and Collective Self-Reliance in Social and Economic Development for the Establishment of a new International Economic Order (July 1979).
- (ii) Special OAU session on economic problems which produced the Lagos Plan of Action (LPA) and the Final Act of Lagos (April 1980). They are both intended to bring about the

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<sup>13/</sup>James Nti: The Impact of the Economic Crisis on the Effectiveness of Public Service Personnel, in Balogun and Mutahaba: Economic Restructuring and African Public Administration, p. 123.

implementation of the Monrovia strategy. The LPA made a number of proposals, recommendations and resolutions in such basic areas as food and agriculture, industry, transport and communications, human and natural resources, science and technology as well as regional integration, with the basic objective of attaining self-reliance and self-sustainment in these areas.

- (iii) Africa's Priority Programme for Economic Recovery (1986-1990) (APPER) adopted by the ordinary session of the Assembly of Heads of States and Governments of the OAU (July 1985).
- (iv) Special U.N. session on the critical situation in Africa, which resulted in the adoption of the UN Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD).
- (v) At the sub-regional level, the Authority of Heads of States and Governments of the Economic Community of West African States (ECOWAS) has pledged individual and collective support to initiate a West Africa sub-regional recovery process through a joint plan of action (1986).

23. The above plans and programmes should have featured prominently in the training programmes of IPAs. They are eloquent expressions of African countries conviction that structural adjustment programmes are not an enough answer to the African malaise. The adoption of these plans and programmes is also a manifestation of Africa's intentions of opting for long-term and fundamental structural transformation measures that would extricate Africa from its traditional colonial heritage and put it on the road towards full and comprehensive structural change and for full economic independence. The next logical question to be asked is how best to put these general strategies and policies into effect and also how to provide the viable, pertinent and effective administrative and management institutions and machineries that would implement and execute the plans in a manner and style that would attain the stated goals.

24. Implementation is, of course, an intricate and multi-faceted process, since it has to be handled at all the international, regional and national levels. Nonetheless, its success and efficacy depends, among other things, on the existence of the right and efficient management institutions. It must be borne in mind that in order for all the strategies and plans devised and adopted in those meetings and conferences, to preserve their African character and to serve African objective of self-reliance and self-sustenance, they must depend for their implementation on fully revamped, and/or comprehensively redirected and restructured bureaucracies. The restructuring and innovation should be thorough and comprehensive in order to extricate those bureaucracies from all remnants and traits of their colonial past and traditional *modus-operandi*. The new bureaucracies must be well versed in problem-solving techniques and highly sensitive and responsive to the requirements of the external environments and the vicissitudes of a changing international situation.

25. In order to render bureaucracies viable and effective, all modern administrative techniques and the orientations of development administration must be designed to serve the national objectives of socio-economic development. In this connection, institutes of public administration and management should be supported and strengthened to shoulder expanded responsibilities. In fact, the LPA<sup>14</sup>/ identified lack or inadequacy of skilled manpower; low level of productivity, arising from infrastructure, inadequate training and poor management, as prominent problems and obstacles that have contributed to the inability of African countries to internalize the development process and ensure self-sustained development.

#### REORIENTATION OF THE PRIORITIES OF IPAS

26. The above analysis indicates that a strong case could be made for the reorientation of the priorities of African institutes of public administration and management. Several attempts in this direction have been

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<sup>14</sup>/Organization of African Unity: Africa's Priority Programme for Economic Recovery, 1986-1990, FAO, OAU, Addis Ababa, 1985, p. 13.



made. The ECA, for instance, has advocated the implementation of an administrative revitalization and re-equipment strategy which has implications for the reform of IPAs. The main elements<sup>15/</sup> of the ECA programme of action include the following indications on what needs to be done to reinvigorate development administration:

- (a) The restructuring of policy-making institutions;
- (b) The reinvigoration of policy implementation agencies (in both public and private sectors);
- (c) Entrepreneurial development;
- (d) Improvement of economic and financial management practices;
- (e) Improvement of aid co-ordination and debt management;
- (f) Human resource development, management and utilization;
- (g) Dissemination of information about the goals, strategies and tactics of collective self-reliance; and
- (h) Stressing the need for a policy agenda focusing specifically on the on-going socio-economic crisis, and indicating what each public service in Africa proposes to do within the priority sectors over the next few years, how it intends to approach the problems, and the type of resources it requires to accomplish its objectives.

27. If the socio-economic crises that have been inflicting Africa in all its forms and manifestations have to be thoroughly, comprehensively and radically overcome, then all administrative and management institutions must be reformed. However, since it is the general conviction and belief that African Public

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<sup>15/</sup>Economic Restructuring & African Public Administration, p. 60.

Services are neither equipped nor competent to shoulder or to face up to the duties and the challenges of socio-economic development, it is incumbent upon national African governments to re-formulate and restructure their public services to be capable and competent to play the expected roles in the processes of change and development. In this regard major steps for their restructuring and transformation must be taken. These steps among others include:

- (a) Development administration concepts and orientations should replace current concepts of maintenance of the status quo, law and order;
- (b) Institution-building programmes should be adopted to augment public services with local norms and imbue them with indigenous African values, traditions and administrative practices that are responsive to national expectations and future aspirations for better and secure living; and
- (c) Implementation of comprehensive administrative reforms that would include institutes of public administration and management. The strengthening of institutions of public administration and management would, in the long-term bring about the desired change in African public services.

### SECTION III

#### MEASURES TO STRENGTHEN THE CONTRIBUTIONS OF NATIONAL INSTITUTES OF PUBLIC ADMINISTRATION AND MANAGEMENT

28. It is incumbent upon national public administration and management institutes to play the vital and most needed role of enabling African public services assimilate, articulate and synthesize socio-economic problems currently facing African countries. In order to be able to shoulder such critical responsibilities, these institutes need to undergo a host of changes and transformations in all of their organizational structures, training, research and consultancy activities as well as in their societal and environmental inter-relationships. It is widely believed that the institutes have often confined their activities to generalized courses of management rather than relating their programmes more effectively to national priorities and the socio-cultural ethos of the countries.<sup>16/</sup> Hence, to influence their environments, public administration and management institutes need to formulate and disseminate public management approaches which reflect, at large, issues in national development plans in areas of training, research and consultancy.

29. It could, thus, be argued that if institutional rigidity at the policy and management levels has been largely responsible for the persistent socio-economic crisis, then it becomes the paramount duty of institutes of public administration to work on promoting structural transformation. This would facilitate the solving of problems of structural rigidity and structural distortions in the African economies. However, for such radical and long-term measures to take place, they have to be dealt with as part of an overall administrative reform strategy, including institution-building strategy. An institution-building approach is apt to guarantee an in-depth coverage of the problem of socio-economic development, since it includes all elements and factors,

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<sup>16/</sup>UNECA: The Capabilities of African Regional and Sub-regional Institutions of Public Administration and Management in Providing the Training, Research and Consultancy Needs Urgently Required by the Development Process; UNECA, ECA/PHSD/PAM/89/14[1.1(i)(a)] p. 20.

internal and external to the public service as well as those related to task environment, external and international environment. Maximum possible co-ordination between all parties concerned and with the institutes of public administration and management playing a vanguard role should further improve efficiency and effectiveness.

30. There should be a review of the institutes of public administrations' goals and objectives, strategies and plans, structures, functions and work programmes in all areas of activities, namely, training, research and consultancy, external relations, cultural environment and work conditions. All these assessment studies and analyses have to penetrate through to the essence and substance of all issues, and not to be contented with procedural, structural and perfunctory and misleading figures and statistics. The neglect of cultural, political and human factors can lead to disappointing outcomes for development. The reasons are that many governments regard administrative reform as a one-shot-in-the-arm affair, and as a static rather than a dynamic process. The emphasis has been on structures and organizations. Little wonder that most reform measures have merely led to increased formalism, ritualism and overcentralization in administrative processes and practices. Administrative reform measures that are preoccupied only with structures and ignore cultural, political and human factors are doomed to fail.<sup>17/</sup> The following measures could be undertaken to strengthen the contributions of IPAs.

(i) Dynamic Relations with Institutes of Public Administration and Management

31. Public services have virtually gained universal recognition among all African countries as the main government vehicles for carrying out socio-economic development as well as for implementing people's welfare programmes and other social and cultural transformations. This extended role bestowed on African public services represents a radical departure from the transitionally known role of public services that deal with maintenance of law and order and collection of taxes. To assume

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<sup>17/</sup>Adebayo Adedeji, Towards a Dynamic African Economy, p. 591.

their new role as instruments of change and socio-economic development, African public services have to undergo thorough and comprehensive structural transformation so much so that they would be competent instruments to carry out all processes of mobilization of human, material and financial resources and to be able to absorb all technological, social, economic and cultural transformations. Public services are not only to monitor the paradigm of change that African countries are undergoing but have also to lead and guide them to successfully transcend it. The shift in the nature and scope of the tasks that public services are called upon to perform necessitates not only changes in organization structures, work methods and procedures but also changes in guiding principles and values, attitudes and perceptions of administrators.<sup>18/</sup>

32. The new role expected of African public services needs the assistance and guide of institutions that are endowed with both the professional know-how and the required expertise. It has been the general conviction that institutions with potential competence and necessary expertise to play this role are institutions of public administration and management. These institutes should play the major role in enhancing the competence of African public services. Dynamic bridges of dialogue, research and consultancy must be built between public bureaucracies and national institutes of public administration and management.

(ii) Reforms

33. For these institutes to play a major role in implementing the new approaches to public management and to render them capable of meeting the changing and rising needs of their societies, they need to undergo a myriad of changes, reforms and transformations. The institutes of public administration have to be subjected to a thorough and comprehensive reform. Such a reform should encompass all sides and magnitudes, right through from their underlying philosophies and goals to their establishing acts, structures, activities, guiding

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<sup>18/</sup>United Nations: Elements of Institution Building for Institutes of Public Administration and Management; United Nations, New York, 1982, p. 29.

values, norms and institutional and environmental inter-relations that have rendered these institutes to be limited in their contribution to national development. UNDP expresses its concern about IPAs by stating that "management development institutions have also frequently confined their offerings to generalized courses of management rather than relating their activities more effectively to the national priorities. The doctrines used by them have not always been the offspring of the socio-cultural ethos. In these circumstances, management development institutions have sometimes been left out of the mainstream of national development, thus further reinforcing their isolation from national realities".<sup>19/</sup> It notes further that because of the intractable nature of management problems on the one hand, and the limited effectiveness of management development institutions on the other, many issues of theoretical and conceptual nature in public administration have not been resolved. It is, therefore, high time to sort out these problems if management institutions are to become a part of the mainstream of development and to contribute effectively to it.

34. It is also in the same vein that Balogun<sup>20/</sup> attributes the limited role of management development institutions to four major factors, namely: (a) their perception of the policy framework as "closed", (b) their confused orientation, which makes it almost impossible for them to make up anybody else's mind, (c) the background of the staff, their experience being confined only to civil service or a university while the tasks before them require intimate knowledge of the workings of the civil service bureaucracy, and (d) also the analytical competence that is generally associated with an academic setting. All said, then it becomes succinctly clear that institutes of public administration and management need to be strengthened through a series of processes of revamping, innovation, reinvigoration, internalization and inculcation of a new set of values and attitudes that tally with the new era of socio-

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<sup>19/</sup>Ibid, p. 33.

<sup>20/</sup>M. Jide Balogun: The Role of Management Training Institutions in Developing the Capacity for Economic Recovery and Long-Term Growth in Africa, p. 235.

economic development, and the role that these institutes are expected to play.

(iii) Restoration of the National Identity to IPAS

35. The institutes of public administration and management should identify themselves with national problems and aspirations. They should be national in all ramifications. Importance of the issue of identity stems from their present orientations. At present, they are virtually western institutions in their structures, functions and activities, faculty and staff training and orientation as well as attitudes and dispositions. Many of them, as described by a U.N. report<sup>21/</sup>, have tended to become organizations carrying on routine activities which have little or no impact on public management for development. Management development institutions have also confined their offerings to generalized courses of management rather than relating their activities more effectively to the national priorities. Thus, IPAS have generally been left out of the main stream of national development, thus further re-enforcing their isolation from national realities.

36. The IPAs need to undergo a thorough process of institutionalization. They should be metamorphosed from the organization stage to the institution stage. According to institution building approach, this entails a two-phased activity: one phase is directed to the inside workings of an organization, while the other phase is concerned with maximizing relations between the organization and its external environment. Institutionalization in the case of institutes of public administration and management entails, first and foremost, a basic change in their basic philosophies, goals and objectives. They are all to brace development, both as a source of inspiration, and as an ultimate target. In other words, they are to shift activities from concepts and practices of general management to more meaningful studies of development administration. For the new bend towards development to jibe with the real needs and requirements of the people concerned, these

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<sup>21/</sup>United Nations: Elements of Institution Building for Institutes of Public Administration and Management, p. 32, 33.

institutes need to perceive and comprehend their environment.

37. Comprehending environment in an institutional context does not mean passive acceptance and adherence to its norms and values but establishing a dialectical relationship with the environment. Such a relationship is also based on perceiving institutes as open social systems that have their own set of values, goals, purposes and beliefs yet can still freely interact with their environments and other institutions. Institutes could also influence events. They are to adopt a proactive attitude whereby they are not to wait for change to come their way but they are to look out for change and innovation. They are to be prime-movers of development, not only in the field of management but in all facets of socio-economic development.

38. Should institutes of public administration and management succeed in adopting philosophies, goals and objectives emanating from development as an overall national strategy, then they can guarantee winning acceptance as well as support from all concerned decision-makers at both the political and administrative levels, interest groups as well as clientele. In the same vein, the institutes should try to introduce and imbue themselves with indigenous values and local traditions; especially in areas of domestic administration and customary law. The institutes are expected to garner those indigenous rules, modernize and up date them and render them operative and conducive to societal change and development. By acting as such, the institutes can gain the respect, confidence and mutual cooperation of their peoples, and thereby acquire capability and competence as well as public acceptance and willingness on the part of their people to entrust them as their leaders.

(iv) Establishing Enabling Linkages with Clientele

39. It is incumbent upon IPAs to make their services always available and accessible to the government and the general public. For example, the council of ministers, ministries of finance, planning and public service would always be willing and amenable to support the institutes if they can justify the relevance of their existence. Such support could take the form of material and



financial support or it could take the form of political backing and moral recognition. Services rendered by the institutes to the government could be in the form of helping out with formulation of plans and programmes studies, preparation of research assignments and consultancy missions and meeting training demands and requirements of staff from all careers, levels and specializations.

40. Enabling linkages could as well take the form of indirect pressure on government units to make use of management services offered by the institutes especially in case of projects forwarded to the ministry of planning for financing. Also, requests for creation and opening of new posts and positions could only be granted if supported by studies made by the institutes. Preference and priority for promotion in cases of competition could be given to staff who have benefited from training in the institutes. It needs to be emphasized that enabling linkages whether they take the form of recognition and acceptance, material support or arm twisting are vital and indispensable to the viability and continuity of an institution. Functional linkages refer to inter-relationships with co-ordinative and co-operative relations with technical and service ministries and other government units that have no controlling or supreme power and jurisdictions. Linkages with such units depend entirely on the institute's intrinsic worth and value of its programmes and activities. It also depends on the institute's abilities and acumen in selling its programmes and on the image it projects as a consulting centre and as a research institution.

41. It is important that institutes should not be allowed to depend or fall back on their official position as public sector units or to use their leverage or clout as autonomous units to get a preferential treatment in case of any competitive bidding for getting a consultancy or research assignment. In other words, arms twisting should be used within the narrowest limits possible, otherwise there is every possibility and danger that IPAS might slip into institutional inertia and its concomitant dangers of over-protection that will eventually lead to inefficiency and degeneration.

(v) Institutional Effectiveness

42. Linkages with clientele groups immediately bring to the fore the issue of institutional effectiveness. Pre-packaged activities, especially in the area of training, containing traditional western theories of public administration and management which has been the case with many institutes during the 1950s and 1960s would no longer satisfy clientele. Since development is the motto in all developing countries, programmes in areas of training, research and consultancy activities should all reflect this new attitude. The degree of the responsiveness of the institution to its clientele's needs and its adherence to the clienteles' values determine the degree of the institution's legitimacy.<sup>22/</sup> It is the degree of acceptance of its training programmes, demand for its consultancy services and interest in its research activities that should be considered the real litmus test of its success and efficacy. For all these programme activities to be desired and accepted, they have to be compatible with and conducive to socio-economic needs, goals and objectives.

43. Diffused linkages of institutes of public administration and management are, however, varied. There are linkages with professional unions and trade unions and other interest and pressure groups as well as mass and communication media including newspapers, magazines, scientific and specialized journals, radio and television, and all other means of communications and media of information. Building bridges and establishing rapport with professional and trade unions could equally be used for receiving the feedback necessary for objective evaluation of their activities.

44. It is, in effect, the feedback they get and the objective opinions they receive that help the institutes to improve the standard and quality of their activities. All mass media and information channels are to be extensively used to put across to the public at large and especially to the clientele groups ideas of administrative reform and administrative development. They also explain the role of the institutes as vehicles of administrative development, and their contribution and

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<sup>22/</sup>Ibid.

participation in successfully fulfilling socio-economic goals and achieving development strategies and plans. Carrying out such a mass media campaign would lead to the creation of wide and extensive network of awareness among the people and thereby render them more conscious of and more involved in the implementation of the institutes' plans.

(vi) Prioritization of IPA Programmes/Activities

45. It would sound only logical to recommend to national institutes certain areas and subjects of topical importance for which they are to give priority and precedence in their programme activities of training, research and consultancy. By so doing, the institutes would, on the one hand, give a substantive push to the efforts intended to bring about meaningful development while on the other hand, they would guard against spreading themselves too thin trying to cover all areas of development. These priority areas have been recommended by a publication<sup>23/</sup> that has dealt with capabilities of regional and sub-regional institutes of administration and management. Areas recommended for institutes to work on include:

- (a) Popular participation of the people in the development process;
- (b) Increasing the capability of public service delivery systems and processes;
- (c) Promoting ethical standards in public management;
- (d) Need for catalyst of change and innovation.

46. In addition to these areas, and in consonance with the current drive towards dealing with development's challenges and prospects, IPAS could also deal with the following topics as areas of concern and priority:

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23/UN/ECA: The Capabilities of African Regional and Sub-regional Institutions of Public Administration and Management in Providing the Training, Research and Consultancy Needs Urgently Required by the Development Process, p. 25.

- (i) Technology transfer and the search for appropriate technology;
- (ii) Management and the challenge of food security;
- (iii) Development and the conservation of environment;
- (iv) The stride towards an African theory of management.

47. Variables internally directed to shape, guide and assess the inside workings of an organization, in this case, an institute of administration, however, should include<sup>24/</sup> (a) location, (b) support, (c) resources, (d) internal structure, (e) leadership and (f) programme performance evaluation. The handling of each of these internal variables in the light of the set goals and agreed upon objectives of the institutes of public administration and management, namely socio-economic development and the satisfaction of people's demands and aspirations, will determine to a large extent their effectiveness and efficiency.

(vii) Location

48. As has already been discussed, IPAs need to be established by virtue of a separate statutory act that gives them autonomy, legal personality and corporate status. Such a status will, to a large extent, determine the degree and type of relations it will have with other units. However, the UN publication<sup>25/</sup> raises the question as to whether institutes are to align themselves to the academic world or whether to remain tied to the public service network, or whether there is an independent third choice. The criteria for choice are essentially (a) a work system which is learning-oriented, and a learning system which is work-oriented, that will offer vitality, regeneration and authority to the institutions concerned; and (b) proximity to the power base. The institutions can, in such a reality,

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<sup>24/</sup>UN/UNDP: Elements of Institution Building for Institutes of Public Administration and Management. p. 23.

<sup>25/</sup>Ibid, p. 25.

derive visibility, command requisite resources, and make their programmes and projects acceptable.

49. However, establishing institutes' legally autonomous renders such controversy superfluous. That is because the autonomous status vested upon the institutes by virtue of their establishing acts gives them the latitude of freedom necessary to make contacts with both academic circles and public service units. Thus, the institute can always maintain a balanced relationship between the two parties.

(viii) Support

50. Support to an institute could either take the form of official recognition and legitimation which is granted by virtue of its establishing law, or it could come in material form such as resources, finances, equipments. Support could equally be moral and is usually granted by clientele. Material and/or moral support is always a function of the institute's linkages with external variables, and will continue to depend on the institute's contribution and services and as well on its real impact on achievements of other units. Continuous and meaningful support at all levels, right from the political level through to administrative, technical and moral levels would continue to depend on the actual contribution and participation of these institutes in plans and programmes of socio-economic development. It is also on the continuity and livelihood of this support that the survival and efficacy of the institute will depend.

(ix) Resources

51. IPA's resources are generally scarce if compared with the accomplishments and activities expected of them. They mainly depend on the annual budget allotted to them as part of the government annual and planning budgets and which usually fall short of estimated needs. Other sources of financing consist of institute's services rendered to government and public sector units in the form of training sessions, consultancy missions and research assignments. A third source is represented in the technical assistance, foreign donations and exchange programmes offered by the United Nations and its

affiliate organizations and other regional and foreign specialized and philanthropic organizations.

52. However, if the institutes are to augment their resources and to render their autonomy meaningful and effective they have to depend for their financing on their management activities and on services offered to both the public and private sectors. They should always endeavour to strike a balance between their commercial and enterprising character, on the one hand, and their responsibility as a public person entrusted with certain and specific goals and objectives, on the other hand. Increasing foreign aid and assistance will also depend on the institute international image, and on their savvy and acumen in displaying their worth and contribution to national plans as well as upon certain other enabling and functional linkages.

(x) Internal Structure

53. Internal structure refers to the best authority relationship, channels of communication, flow of information, methods and procedures as well as the decision-making schema that can enable the institute to fulfil its mandate, mission and objectives in an effective and proactive manner. In case of institutes of public administration and management, it is important that their authority linking point with either the university or the public service should be with top-most authority level. In other words, the chairman of the board of directors of the institute should, by no means, be less than the university vice-chancellor, in case the institute is affiliated to university and no less than the head of the public service commission or his equivalent in case of non-university based institutes of public administration. Advantages of such relationships are many and diverse. It would first guarantee maximum autonomy and latitude of movement to institutes. It will also bestow on the institutes high prestige and status and would augment their enabling capabilities and contacts through the good offices and name of the chairman. It will also pose as a deterrent against undue interference by elements of lower strata in the institute's operations.

54. A matrix type of organization would plausibly be more pertinent and conducive to an institute's

administration than a traditional hierarchical one. In a matrix set up, experts could be clustered around the institute's major activities where they would be trained and continuously upgraded in technical and professional standards with task forces selected and formed from within those cluster groups thus allowing for continuous and systematic utilization of available talents. Such organization is also apt to allow for prevalence of a collegial and team work attitude, free of any hierarchical duress, and able to move across the organization without any departmental limitations or divisional strains. Autonomy and absence of rigid hierarchical strata are apt to enable institutes to devise their administrative and financial rules and regulations in a way that reflect and better serve their set objectives and their real interests away from the grip and command of central controlling agencies. They could also feel free to apply those regulations in a more flexible and useful manner without referring to any external authority.

55. Despite the importance of having a structure tailored to suit the set objectives, functions, activities and to serve the staff's freedom of movement as well as their personal and professional interests, all this should in no way belittle the critical importance of rendering the institute's structure sensitive to change and as well in consonance with all external environment's requirements, expectations and most needed support. Moreover, and as a bottom line, internal structures should, prior to all other considerations be functional and conducive to change and development; so much so that any assessment and/or evaluation of the competence and efficacy of an institute/s internal structure be gauged, rated and/or measured according to this most basic and fundamental parameter.

(xi) **Leadership**

56. Leadership role of institutes of public administration and management viewed from an institution-building perspective is both very important and very critical. That is the reason why although it is being handled as an internal variable, its external impact, influence and ramifications render its treatment as an external variable only legitimate and conceivable. It is moreover an institutional concept and not an individual's

character problem or a matter of private concern. Leadership is to be viewed and handled as a series of duties, responsibilities and operations that interlock and inter-relate with other functions in the institute, so much so that the efficiency, effectiveness and even the ultimate success of the institute depends on its good performance.

57. Nevertheless, it needs to be stated that by virtue of the proposed matrix type of organization, the collegial and team spirit presumed to prevail and the expectedly concerted group actions and scientific decision-taking, a leader will conceivably be more inclined to behave like a first among equals, rather than as a self-righteous, ego-conscious bureaucratic chief. The basis for his authority, status and standing would rather be his professional worth and his competence in motivating others and in mobilizing resources towards attainment of objectives. His authority will also depend on his success in preparing the necessary and conducive climate for efficient and smooth operations and as well on permeating among all workers a congenial climate of giving, sharing and participation, and as a positive feeling of caring, involvement and belonging.

58. A leader must equally be strong and capable to elicit the support and backing of political authorities as well as the material and financial support of concerned ministries and government agencies. It is also part of the leadership role of institutes to set, in collaboration with all expert staff, work standards, norms and values and able also to introduce, foster and guide more efficient work attitudes and social changes that are helpful to individuals as well as groups in their efforts to develop more amenable and more conducive behavioural patterns. As part of the leadership's proactive approach to work, he is expected to forecast long-term trends and expected changes and consequently prepare the grounds necessary for achieving successes, adverse conditions, hardships, setbacks and other difficulties notwithstanding. Also, in the process of preparing for change, leadership has to prove its innovative faculties, outstanding capabilities and its knack for initiative and creation. Leadership could bring such changes about through devising novel means and through introducing better ways of performance.



59. It is also an indispensable part of institutes leadership role to recruit and select new cadres and to give them all necessary orientation and training as well as to equip them with the institute's prevailing values, and behavioural mores in order that continuity and preservation of the institute's values could continuously be upheld. In selecting new recruits, though distinguished academic credentials are necessary conditions, it is equally important that new recruits have to have some practical work experience. It is also vitally important for these institutes not to confine recruitment to entrance jobs or bottom of the ladder posts and positions. Lateral injection at all hierarchical levels up to the tip-top of the pyramid is both desirable and beneficial, because it is only through injection of new blood that an institute can guarantee the grafting of its old staff with a diversity of fresh views, opinions and concepts.

(xii) Training

60. Three major points that deserve immediate and elaborate handling in the area of training are: training content, training participants or recipients and training methodology. Changing the content of training must be treated as a matter of prime importance. The practice still followed in many institutes of administration, of imparting theories of public administration, organization, methods and techniques originally intended for American schools and European institutes of management will, in no way, help the cause of development in African countries. It is thus high time to prepare training programmes, and training materials that are both pertinent and conducive to alleviating the socio-economic crisis and to promoting the cause of national development. There is enough room for exchange of training material between African national institutes; and it is here that regional institutes could play a positive role. Training materials, and specially case studies and simulations could directly be derived and/or extracted from live problems of African development.

61. Training should be directed and tailored to benefit administrators, professionals, executive and middle-management employees from all walks of life at all levels and in all areas of management expertise. Training objectives and purposes regarding each category and every

group should be specifically spelt out and clearly delineated. Duration and venues of training should be rationally and carefully determined to avoid evasion of training. In order for training to be effective, trainers should always try their best to desist from the lecture method. Modern training techniques, and training methodologies should be used. Behavioural approaches to get across to participants as well as management technologies, should all be widely resorted to and adopted.

(xiii) Research

62. Research should stem from a national strategy of development administration, thereby guaranteeing that all research conducted will inevitably address itself to issues of socio-economic development and to problems besetting administrative development. It is through putting research at the service of African development that research material and research findings would be both relevant and useful material for frequent usage by trainers so that inter-relationships between research and training as complementary parts of administrative development would be established.

63. Applied research carried out by African scholars would no doubt remove a long standing stigma of African scholars leaving foreign scholars to explore and utilize local research potential. It will also promote the image of institutes and thus attract policy-makers to utilize the research capacities of their nationals, and thereby be more willing to support these institutes both morally and materially. Conducting research on African socio-economic problems will open new avenues for academic and cultural exchange between African scholars and will help in resolving many of the chronic and long-standing administrative problems. Nevertheless, the processes of research exchange need to be institutionalized through establishing specialized inter-country research groups and comparative administration associations under the auspices and umbrella of regional associations such as African Association for Public Administrations and Management. However, it needs to be explicitly emphasized that all research endeavours must deal with specific, finite and well-defined problems that are clearly related to development and that rank very high in the ladder of priorities in the respective country or

else they should not be sponsored by government. It is extremely vital to mention that for research to flourish and to maintain its continuity it has to depend on highly reliable and fairly developed data bases and information centres. Making computer terminals available would help in imparting information and also in dissemination of data to other countries.

(xiv) Consultancy

64. Consultancy is more of a corollary to research. It is of prime importance that consultancies carried out by institutes of public administration and management give priority to addressing problems stampeding the process of socio-economic development. Nonetheless, institutes can and are to be advised to officially register as consulting firms so that they can, through their earned revenues, improve their financial lot and thereby get more latitude of freedom in implementing their development projects and also in executing their set priorities without undue interference. Training, research and consultancy are often described as the three component parts of administrative development. It is on their efficient and effective performance that the success or failure of development endeavours is rated.

(xv) Programme Performance and Evaluation

65. Programme performance is the translation of the programmed activities of the institutions into action.<sup>26</sup> With this understanding then institutes of public administration and management's programme performance would mean and entail implementing the major three activities of training, research and consultancy in order to achieve overall goal of meaningful socio-economic development. As a corollary to that goal, institutes are to play their role in relieving their respective countries of the distressing and dehumanizing socio-economic crisis and its concomitant calamities of famine, starvation and ravaging destitution. Hence, in

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<sup>26</sup>/UN/ECA: The Capabilities of African Regional and Sub-regional Institutions of Public Administration and Management in Providing the Training, Research and Consultancy Needs Urgently Required by the Development Process, p. 31.

order to judge and/or evaluate performance of these institutes, evaluation has to be by results achieved in fulfilling these socio-economic goals and objectives. In other words, the extent to which training, research and consultancy programmes have both the short-term recovery levels or structural adjustment programmes and the long-term transformation levels or capacity building must be evaluated. The role institutes have played in localizing technology and in finding the appropriate and most useful technology should also be appraised.

66. Evaluation should, however, be put in its right context and its proper framework as a positive and work-improvement exercise. It is by no means intended to be a derogatory or fault-finding exercise. It is a continuous process that forms an inseparable part of management in all its stages and phases. It covers all aspects of the management process including the organization, staff, methods and procedures, as well as the final outcome or the end result. According to a UN publication<sup>27/</sup> evaluation is a multifaceted process that reflects strongly whether positively or negatively on all four parties involved in the evaluation process. These parties are the internal staff, the entire administrative system, the target groups or clientele of the organization and the official monitors of these organizations.

67. Measures and means of evaluation are many and diverse. Quantitative measures and parameters could be used to determine the level of efficiency. However, quantitative measures are not always enough or accurate especially when quantification becomes difficult, or where evaluation is more after effectiveness and impact than efficiency. Nonetheless, they could be used jointly to give a more comprehensive result. However, where judging organizations is to be done by results achieved, resort could be made to management by objectives (MBO) as a technique that could be applied where goals, objectives and targets are clearly delineated and specifically determined. Organization development sessions could also be held to give staff, in the presence of an open minded and proactive leadership, the chance to spell out candidly and courageously all the ills and deficiencies of the institute, their opinions as to correction,

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<sup>27/</sup>Ibid, p. 21.

rectification and prevention of future recurrences. Evaluation should not at all be allowed to depart from its innate nature and inherent quality as a positive and improvement oriented technique.

### CONCLUSION

68. It is high time that African institutes of public administration and management shed their 'old image of routinized operations and pre-packaged training courses, essentially prepared in content and organization for foreign countries. Instead, they should identify with the realities of Africa in order to play the expected role in achieving socio-economic development. Management development is a sine qua non of overall national development and institutes of public administration and management should be the vehicles for the development of those who are charged with responsibility for the success of Africa's development endeavours.

69. For challenges and ills of the socio-economic crisis inflicting Africa since the 1980s to be overcome, political leadership in Africa need efficient and effective executive institutions and personnel. Management development institutions, mainly institutes of public administration and management, have to equip and train the necessary staff and design organizations, methods, and strategies that would match the development challenges of the 1990s and beyond. These institutions need to intensify their efforts and streamline their activities in training, research and consultancy so as to come out with African management theories and African ways of applying management studies to the solution of Africa's underdevelopment problems.

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