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9. ABSTRACT

Reviews and indexes 1977 bibliographic references on decentralization. Major considerations were (1) how decentralization is conceptualized, and (2) major issues of importance to the practitioner, designer, and managers of decentralization. A theoretically sound and practically useful approach to managing decentralization must first define the concept. Many administrative strategies, government reorganizations, community development projects, etc., have gone by the name of "decentralization." Some efforts have involved the areal deconcentration of administrative operations, the functional differentiation of government responsibilities, the devolution of policy-making and policy-implementing powers to local authorities, and delegation of authority to lower-level functionaries. A major need is to develop a definition of decentralization broad enough to include those efforts relevant to LDC contexts and purposes, yet specific enough to allow theoretical and practical operationalization. A coherent body of knowledge must then be developed to yield practical guidelines for future decentralization efforts. Part I of this report indexes decentralization literature according to three categories: the geographical area on which it focuses; the organizational context which it describes or analyzes; and the management function with which it is concerned. Part II contains a list of the references with a brief summary of each.

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REPORT NO. 1

MANAGING DECENTRALIZATION: AN
ANNOTATED BIBLIOGRAPHY

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MAXWELL TRAINING AND DEVELOPMENT PROGRAMS

The Maxwell School of Citizenship and Public Affairs
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FOREWORD

The drive for self-sustaining development depends heavily upon the presence of managerial talent. Equally important is the framework in which that talent is put to work. In structuring the development process, the pendulum has currently swung to decentralization; but this would appear to be more than a transient phase, for there now appears to be a firm realization that for development to achieve the depth necessary for it to become self-sustaining it must be the product of a decentralized effort. There are implications for management in this realization, for management has traditionally been associated with centralized authority and hierarchical structure. The management of decentralization would almost appear to be a contradiction in terms. How can one combine the efficiency and effectiveness of management with the involvement and equity of decentralization? What have the many proponents of the decentralized mode learned about the role of management? What have the proponents of effective development management learned about the role of decentralization? This study is an attempt to assess what is known about management and decentralization; and to address specific questions about the planning and implementation of decentralized development.

This study has been prepared for managers who have undergone the Agency for International Development's two-week course in Project Management. It is designed to familiarize them with the current state of knowledge about decentralization, and suggest applications of what we know to what we are now doing. The study is part of an effort to follow up the original course with

subsequent material related to key issues in development management, and its preparation and distribution was funded under AID contract AID/otr-C-1318. We would appreciate your comments on the evaluation form at the end of this publication.

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This bibliography would not have been possible without support and cooperation from several quarters.

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In the Office for Development Administration in the Technical Assistance Bureau, E. Thomas Chapman, Kenneth Kornher, and Al Croser all lent time and interest toward completion of this report.

At Syracuse University, members of an informal "Working Group on Managing Decentralization" provided guiding insights and contributed references. They include: Hailu Abatana, D. Glynn Cochrane, George Honadle, Dorothy Lutter, Philomene Makolo, and Paul Ssemogerere.

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. . . after the rhetoric of decentralization has been spoken and after the decision has been made to submit the institution or organization to decentralization (whether for "rational" or "politicized" reasons)--then a crucial and tough managerial question arises. It is the question of how decentralization should be planned and operationalized. The effectiveness of decentralization will, in large degree, depend on how this question is answered. One of the most significant challenges of decentralization, then, is administrative and managerial and deserves more attention than has presently been given the topic (Hans B.C. Spiegel, 1974, pp. 335-336).

MANAGING DECENTRALIZATION

Introduction

There is an almost cyclical character to the literature of organization and development--fluctuating between "centralization" and "decentralization." The current rise of concern with decentralization, however, appears more than transient. A world-wide concern for increased participation in the process and products of development now compels increased attention to the design and implementation of decentralized organizational structures.

Our decision to compile this bibliography was prompted by the general question of how middle and low income countries can best manage their limited resources to achieve development objectives. It is our belief that, among the elements of effective development administration, the organizational design of the development apparatus, at whatever level of management, is of primary importance. How organizations are structured has implications for the distribution of responsibilities and authority, the management of financial and material resources, the processing of information, and the coordination of administrative efforts.

In effect, we are asking whether any generalizations can be made about appropriate organizational structuring for the development context. Are there any features of the development environment that suggest the choice of particular forms of centralized or decentralized organization? If so, what are the specific characteristics of these features, and what performance impact can be expected from their application? Further, we are interested in the "how to" or the management of a decentralized

administrative structure -the nuts and bolts of achieving a well-functioning decentralized organization, given the decision to establish one.

In a sense, we view decentralization as both an independent and a dependent variable in a broad model of development administration: that is, (a) how do decentralized organization structures contribute to the achievement of development goals and objectives (decentralization as the independent variable); and (b) what management factors are involved in establishing a decentralized system (decentralization as the dependent variable)?

Approaching the Literature

Armed with these notions about decentralization, we set out to annotate the literature. What we found, and chose to include in this bibliography, is a very mixed bag of items from several different social science disciplines: public administration, political science, economics, management, sociology, anthropology, and history. The fine thread holding this bag together is that each item involves the discussion of, or reference to (sometimes indirectly), the notion of "decentralized" administration or management. Most of the items that do not directly address the decentralization question are focused on related problems. For example, there are several references that deal with the area of local government, viewed here as part of a decentralized national system.

Although we are primarily interested in the development process, the bibliography is not limited to those items that deal with decentralization in Third World countries. Had we done so,

the title might have been "Managing Decentralization: The State of the Art in Tanzania, India and Pakistan," as a very large portion of Third World decentralization literature is based in these three nations. Instead, we include items that deal with decentralization in all contexts, with the expectation that management in the developing nations might be more fully informed by attention to what has been learned in other contexts.

Summary and Future Research Directions

In 1968, James Fesler, an authority on centralization and decentralization studies, made the following observation:

Much of the best work on centralization and decentralization is of the monographic, case-study type, focused on a single country, agency, or substantive program. Almost none of the empirical experience recorded in these monographs and case studies has been synthesized. One result is that theoretical and prescriptive writing is rarely disciplined by clarification of the conditions under which various degrees and patterns of centralization and decentralization tend to occur, to have particular consequences, and to evolve toward other degrees and patterns. A further characteristic of the work on centralization and decentralization is the distinctness of several literatures, the result of which is that the relevancy of each to the others is largely neglected. The literature on any one country rarely draws on the descriptive and theoretical contributions made by other countries' political scientists and official commissions of inquiry (1968, p. 376).

A great deal of additional material has entered the decentralization literature since Fesler made his observation almost ten years ago. The case studies, the discussion of the advantages and disadvantages of decentralizing, and the anecdotal accounts of what might, or did, go wrong (or right) in particular decentralization attempts have all multiplied. In spite of the growth of the literature, Fesler's complaints are almost as valid today as they were a decade ago. There is still a great deal of description on a country-by-country case-study basis, but very

little synthesis across cases. Few of the references attempt to specify the factors which contribute to decentralization, the conditions under which decentralization would be an appropriate managerial response, or the types of outcomes which are likely under decentralized systems. While many of the authors listed in the bibliography do attempt to answer these questions in a single context or setting, few attempt any systematic description or hypothesis formulation and testing.

There is even less in the literature that offers practical managerial guidance to those who want to decentralize administration and policy making in the quest for socio-economic development. Thus a basic problem emerges. In spite of all the attention given to decentralization, it is clearly evident to academicians and practitioners alike that the significant factors promoting or hindering effective decentralization are complex and still not well known.

It is time to take stock of what is known, and to generate additional operational knowledge. Further, we need to consider new or improved methods, guidelines, tools, and approaches for managing decentralization in impoverished rural areas rather than generating more disparate case materials. The descriptive accounts are numerous; we now need to analyze the empirical evidence on record in order to specify the conditions that lead to decentralization, the responses that are possible, and the appropriateness of such responses in the various contexts. There is also need to consider taking a more realistic view toward the political issues associated with decentralization and find practical and low-cost ways of dealing with them in the LDC situation.

A considerably large part of the problem in developing a theoretically sound and practically useful approach to managing decentralization lies in the difficulty of mostly defining the concept in the first place. A very wide variety of administrative strategies, government reorganizations, community development projects, etc., have gone by the name of "decentralization." Some of these efforts have involved the areal deconcentration of administrative operations, the functional differentiation of government responsibilities, the devolution of policy-making and policy-implementing powers to local authorities, and delegation of authority to lower-level, within-department functionaries. Such diverse structures as France's prefectural system of government and Tanzania's program of "ujazaa" village development are described as major decentralization efforts. What further complicates any attempt to define decentralization is the fact that it appears at different levels of application: from the nation-wide ministerial department to the region-wide governing institution to the local organization that wants to decentralize its already small-scale operation.

A major need, then, is first to develop a definition of decentralization that is broad enough to include at least those decentralization efforts that are relevant to LDC contexts and purposes, yet one that is specific enough to allow theoretical and practical operationalization. With such a definition, a second more important need can be met; that is, to synthesize what is known about decentralization and its management into a coherent body of knowledge that will yield practical guidelines for future decentralization efforts.

In reviewing and indexing the 177 bibliographic references presented in Part II, we have tried to direct our effort with these two needs in mind: How is decentralization conceptualized, and what are some of the issues of importance to the practitioners, the designers and managers of decentralization? The following outline indicates what the literature has to offer in answer to some important questions about decentralization. Consulting the bibliographic entries referenced here will, of course, provide the reader with more information.

1. How is "decentralization" conceptualized, defined, and operationalized?

As degree of autonomy given to organizational units: 16, 31

As delegation of power: 50, 130

As level of authority to make decisions: 60, 72, 113, 115, 132, 164

As administrative deconcentration (or delegation) or political devolution: 35, 50, 51, 68, 72, 73, 94, 137, 143, 150, 162, 174

As areal deconcentration: 65, 176

As popular management of local affairs: 43, 176

As having motivational (managerial versus participatory) and basis (territorial versus functional) dimensions: 35

As "horizontal" versus "vertical" planning: 67

General: 49, 113, 115, 144, 153

2. What are the consequences--positive and negative, observed and anticipated--of a decentralized system of government/management? What are the arguments for and against decentralization?

Contributes to development: 4, 5, 19, 109, 124

Contributes to national solidarity: 5, 25, 168

Contributes to more equitable economic benefit distribution: 58

Improves services: 168

Strengthens local communities: 94
 Enhances local and central power: 164
 Allows top-level management more time for broad planning:
 4, 94, 162
 Reduces overall cost of governing: 72
 Alleviates popular dissatisfaction: 58
 General: 35, 77, 86, 90, 94, 134, 144, 158, 162, 163, 176

3. What factors affect, and what criteria are important in
 deciding, the type and extent of decentralized government/
 management?

Optimum size and number of service areas: 24, 78, 92, 94
 Characteristics of functions to be performed: 41, 92,
 94, 164
 Capacities of units concerned: 41, 76, 101
 Degree of complexity of interaction between organization
 and its environment: 16, 94
 Adequacy of skilled staff: 76, 94
 Degree of need for rapid specification of procedures and
 rapid resource decisions: 16, 78
 Political considerations: 29, 80, 94
 Needs of the people: 76, 120
 Government needs: 5
 Comparative ability of different agencies to perform
 "mobilizing functions": 105
 Nature of the "task environment": 114, 115
 Degree of "stability" (or "uncertainty") of organization's
 environment: 113, 141
 Degree of development of an area: 137, 150, 162
 Degree to which local administrative entities are
 "institutionalized": 151
 General: 76, 83, 86, 87, 101, 104, 108, 112, 121, 125,
 132, 139, 144, 160, 162, 163, 164

4. What factors are important to the development of an
 effectively decentralized system? What are potential problem
 areas?

Able personnel: 4, 21, 33, 44, 55, 70, 98, 110, 166
 An incentive structure: 4, 98

Relationships among levels in the organization: 15, 110, 137, 153

"Value integration" among levels: 65, 137

Capacity for higher levels to control lower levels when necessary: 5, 73, 98

Professionalism: 65

Interprogram coordination at local level: 73

Representative decision making: 98

Adequate resources: 98, 110

Integration of formal authority and real control: 137, 177

Availability of technical/informational assistance for decentralized units: 153

General: 28, 35, 43, 62, 94, 136, 144, 153, 155, 162, 163

5. How are the various levels of administration in a decentralized system (e.g., national and local levels of government) related, coordinated, integrated?

Financial relations: 1, 2, 6, 9, 11, 13, 37, 45

Political party as integrator: 33, 42, 51

Intermediate institutions as integrator: 46

Communication problems: 59, 89, 95, 150

Procedures problems: 86

In citizens' view: 8

General: 38, 61, 66, 70, 75, 86, 92, 138, 161, 162, 165

The various responses received to these questions indicate that there is no central and widely agreed upon theme running throughout the literature. In fact, although many authors deal directly or indirectly with the decentralization theme, there is little systematic information available to date on the actual management of the decentralization process.

In producing a set of operational guidelines for managing decentralization, it appears that several research tasks would be appropriate. First, it would be very useful to have a

comprehensive summation of what is known, essentially a "state of the art" report, with respect to decentralized administration as it is used in LDC's or may be applied to improving the well-being of poor rural majorities. Such a paper might do well to have a dual focus: one on decentralized administration as described (assessed, prescribed, etc.) in the literature at large, hence including a wide range of governmental levels, functions, and areal sizes; and the other on decentralization efforts and problems in contexts specific to rural development projects and operations.

The following broad areas might be covered in a "state of the art" report: (a) an assessment of the factors to be considered and the problems (and their causes) that obtain in the attempt to establish and manage decentralized administration; (b) a list of existing approaches and their results; (c) a delineation of those problem areas that allow the application of current management knowledge and skills, those that require extensive adaptation of current theory and practice to unique development situations, and those that demand new research that will lead to practical guidelines for action; and (d) a more comprehensive bibliography of the resources available on the management of decentralized administration.

A logical second step in researching the decentralization question would be to develop a more detailed "working paper" designed to go beyond the rather descriptive approach in the "state of the art" report. Such a paper might include the following: (a) an assessment and typology of the social, economic, political, cultural, and institutional conditions in poor areas of LDC's that might inhibit or prevent, on the one hand, or aid, on the

other, the successful managerial introduction and maintenance of a decentralized administrative process; (b) an evaluation of and recommendations concerning both decentralized administrative approaches presently in use in LDC's, and approaches not in use but with potential for LDC development (Such an evaluation would be limited, of course, by the constraints that obtain in any attempt to compare approaches of which the purposes, contexts, size of target system, and available resources--among other variables--differ substantially.); and (c) a priority listing of important gaps in knowledge currently available on approaches to managing decentralization.

Third, it appears essential that the ideas generated in any state-of-the-art reports and working papers be put to the test in actual field projects. Such projects could be expected to yield operational guidelines for the management of decentralization on a program and project level.

PART I: INDEX TO THE DECENTRALIZATION LITERATURE

In addition to the topical listing of references provided on pages 6-8, the references (identified by number) have been indexed according to three categories in the pages that follow. Where possible, each item is categorized in terms of the geographical area on which it focuses, the organizational context which it describes or analyzes, and the management function with which it is concerned.

As for Geographical Area and Context, footnotes 1 and 2 are sufficient explanation of the symbolism used. As far as the Management function is concerned, we consider each of four areas to involve crucial considerations in the decisions whether to decentralize or not, what functions to decentralize and to what level, and what inputs that are necessary for effective decentralization. These key areas are as follows:

1. The management of the personnel function in the context of a decentralized system deals with a range of issues including manpower planning, job analysis, recruiting, selection, placement, training and development, and performance evaluation systems. Related to the above is the issue of designing an appropriate reward/incentive system to stimulate employee performance/productivity.

2. The management of the finance function at different governmental levels includes the generation of stable revenues from taxation or subsidies, budgeting and disbursement authority, and accounting/auditing for fiscal and program purposes.

3. The management of the communication and information

function is required for decision making throughout the administrative apparatus. This includes scanning networks of the external environment, sensors to monitor internal work/activity/service flows, and a data processing and retrieval system to assist with analysis, reporting, storage and retrieval.

4. Finally, and perhaps most importantly, the management of the integration function deals with all of the above components in a project-specific context. This includes the implications for the management of decentralization that occur in the unique circumstances of development project administration and the critical requirements for implementation that are compounded by a multi-level decentralized organizational design.

The reader will notice that several boxes remain empty. In these cases, the entry could not be characterized by an alternative within the category.

INDEX TO THE DECENTRALIZATION LITERATURE

Reference	Geographical Area	Context ²	Management Function ³	Primary Focus
1. Adv. Comm. Inter-gov't. Rela.'s	USA	N-S-L	F	Fiscal Relations
2. Adv. Comm. Inter-gov't. Rela.'s	USA	N-S-L	F	Fiscal Federalism Trends
3. Atkin		L	F	Fiscal Capacity
4. Al-Kubaisy	Iraq	N		Decentralization: Pro/Con
5. Appleby	India	N-L		Dec.: Nation-Building, Democracy
6. Aronson et al.		L	F	General Management
7. Ashford	MDC	N-L		Dec.: Democracy, Authority
8. Ashford	Morocco, Tunisia, Pakistan	N-L		Popular Participation
9. Auld	Canada	L	F	Revenue-Sharing Grants

¹ MDC = More Developed Countries; LDC = Less Developed Countries. These descriptors are used when the entry deals with more or less developed countries, but not with any specific one, or with too many to list in this index.

² N = National (Central) Government; S = State (Provincial) Government; L = Local Government; R = Regional Government; U = Urban Government; O = Organization; P = Project/Program

³ There are four management functions of interest here: management of personnel (P), of finance (F), and of communication/information (C); and the integration function (I).

Index Continued

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
10. Axinn et al.	MDC, LDC	N		Agricultural Extension
11. Bahl	LDC	L	F	Property Tax
12. Bahl	LDC	L-U	F	Property Tax
13. Bahl et al.	USA	S-R-U	F	Cost-Sharing
14. Barnabas	India	L	P	"Democratic Decentralization" Program
15. Baum	USA	N-O	P	Dec.: Human Relations
16. Becker et al.		O		Dec.: Measurement, Pro/Con
17. Beckman	USA	N-S-L	F	Revenue-Sharing
18. Beers et al.	India	L		"Democratic Decentralization" Program
19. Belshav	LDC	L		Economic Growth, Gov't Org.
20. Bendavid	Thailand	R		Development Planning
21. Bhalerao	India	L	P	"Democratic Decentralization" Program
22. Billon	USSR	N		Industrial Management
23. Bixhorn et al.	USA	L-U	C	Social Indicators
24. Borukhov		L	F	Areal Administration
25. Burke	Tanzania	N-L		Nation-Building, Popular Participation

Reference	Geographical Area	Context ²	Management Function ³	Primary Focus
26. Burridge	Malaya	L		Government Administration
27. Cadwallader			C	Cybernetic Analysis
28. Chambers	Kenya			Rural Development Administration
29. Chang	China	N-L		Centralization/ Decentralization: History
30. Chang	China	N-L		Industrial Management
31. Clark	MDC	L		Community Autonomy
32. Cliffe	Tanzania	N-L		Political Party as Dev't Agent
33. Cliffe et al.	Tanzania	N-L	I	District Dev't Administration
34.		L		Community Development
35. Cornford	MDC	N		Decentralization: Pro/Con
36. Daland	Brazil	N-R		Development Planning
37. De Buitléir	Ireland	N-L	F	Revenue-Sharing
38.	Sudan	S		Decentralized Administration
39. DeMello	Brazil	N-L		Multilevel Planning
40. Desai et al.	India	P	F	Agricultural Development
41. Dotson	India	L		"Democratic Decen- tralization" Program

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
42. Dryden	Tanzania	N-L		Political Party as Dev't Agent
43. Dubhashi	India	L		"Democratic Decentralization" Program
44. Dubhashi	India	L		Community Development
45. Eapen	India	N-L	F	Revenue-Sharing
46. Eaton	LDC	N-L	I	Institution Building
47. Ecker-Racz	USA	S-L	F	General System Description
48. Eldersveld et al.	India	N	P	Attitudes toward Dev't Admin.
49. Fesler				Decentralization: Theoretical Approaches
50. Fesler		N		Decentralization: Literature Review
51. Finucane	Tanzania	N-R-L		Popular Participation
52. Fisk		L	C	Productivity Measurement
53. Folta		O		Decentralized Management
54. Frederickson	USA	L-U		Popular Participation
55. Friedman	Pakistan	L		"Basic Democracies" Program
56. Friedman	Pakistan	L		"Basic Democracies" Program
57. Friedmann	MDC			Multilevel, Cellular Government

Reference	Geographical Area	Context ²	Management Function ³	Primary Focus
58. Furniss	Northern Ireland	N-L		Decentralization in a Unitary State
59. Georgulas	Tanzania	N	C	Administration of a Development Agency
60. Greenwood et al.	Great Britain	L		Contingency Theory
61. Griffith	Great Britain	N-L		Intergovernmental Relations
62. Gupta	India	N-S-L		Local Institutions
63. Hambor et al.	USA	S	F	Revenue Forecasting
64. Hazard	USSR	N		Post-Stalin Administration
65. Heaphey	LDC			Areal Administration
66. Hicks	LDC	L	F	Comparative Government
67. Hoselitz	India	P		Development Planning
68. Humes et al.	MDC, LDC	L		Comparative Government
69. Hunter	India	Agency		Agricultural Extension
70. Hunter	Africa, Asia	N-L		Agricultural Development Administration
71. Hurwicz		O		Economic centralization/decentralization
72. Ilchman et al.		N-R-L		Political and administrative infrastructure

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73. Ink	USA	N		Authority Delegation in an Agency
74. Jambrek	Yugoslavia	L		Socialist Political/Bureaucratic Model
75. Katz	LDC	N-L	F,P,C	Systems Approach to Administrative Development
76. Kent	Tanzania	N-L	F,C	Allocation of Responsibilities and Finance
77. Khan	India	L		"Democratic Decentralization" Program
78. Kochen et al.		O		Mathematical Model of Decentralization
79. Koteen	LDC	L-P		Development Administration Problems
80. Kristol	USA	L-U		Decentralization: Pro/Con
81. Lavrikow	USSR	R-U	F	Economic Planning
82. Lee	Tanzania	L	F	Taxation
83. Leemans	MDC, LDC	L		Government Reform
84. Legge	Indonesia	L	F	Government System Development
85. Lehme		N-S	F	Federalism
86. Lele	Kenya, Tanzania	L-P		Rural Development Administration
87. Levy et al.		O		Decentralization: Political Model
88. Lundquist	Sweden	N-L		Decentralization: Theory

Reference	Geographical Area	Context ²	Management Function ³	Primary Focus
89. Luttrell	Tanzania	R		Decentralized Development Administration
90. Lutz	Philippines	N-L		Delegation of Government Responsibilities
91. Luykx	LDC	L		Agricultural Development
92. Macmahon		N-L		Integrated Administrative Structure
93. Maddick	Sudan	S		Decentralized Administration
94. Maddick	LDC	N-L		Degree and Type of Decentralization
95. Maddick	LDC	N-L		Development and Decentralization
96. Marschak	Yugoslavia	N		Economic Decentralization
97. Marshall		L	F	Finance Officer
98. Mawhood	LDC	N-L	F,P,C	Decentralization as Shared Decision Making
99. Maxwell et al.	USA	S-L	F	Revenue Trends
100. Mayer	India	L		Attitudes toward Decentralization
101. Millikan et al.	LDC	N-L		Popular Participation
102. Hoak et al.	MDC	L	F	Budgetary Policy and Management

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
103. Mollet	Madagascar	L	C	Village-Level Institutions
104. Montgomery	LDC	L		Land Reform Administration
105. Montgomery	LDC	P		Agency Ability to Mobilize
106. Montgomery et al.	LDC	O		Popular Participation
107. Moris	E.Africa			Agricultural Administration
108. Morris		O		Decentralization: Evidence/Theory
109. Mukerji	India	N-S-L	I	Community Development
110. Mukerji	India	S-L	P,F	"Democratic Decentralization" Program
111. Narain	India	L		"Democratic Decentralization" Program
112. Narain	India	N		Public Enterprise Management
113. Negandhi et al.	India	O		Industrial Organization--Environment Fit
114. Negandhi	India	O		Industrial Organization--Task Environment Agents Fit
115. Negandhi et al.	India	O		Industrial Organization--Task Environment Agents Fit

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
116. Nellis	Kenya		P	Rural Development Administration
117. Nellis	Tanzania	P		Rural Development Administration
118. Nepal, Ministry of Panchayat	Nepal	N		Government Decentralization Program
119. Nyerere	Tanzania	N-L		Decentralization: Rationale
120. Oates	MDC, LDC	N-S-L	F	Division of Fiscal Functions
121. Oldman et al.	USA	S-L	F	Revenue/Expenditure Issues
122. Olivar	Philippines	L	F	Barrio Fiscal Affairs
123. Omari	Tanzania	N-L		Centralization/Decentralization: Rural Development
124. Owens	E. Pakistan	L	P, F	Local Control of Administration
125. Papandrou		N		Centralized/Decentralized Economic Planning
126. Pauly		L	F	Revenue/Expenditure Issues
127. Penner	Tanzania	L	F	Revenue-Sharing
128. Porter	USA	N-L	F	Revenue-Sharing
129. Porter et al.	USA	N-S-L	F	Revenue-Expenditure Issues

Index Continued

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
130. Price		O		Decentralization: Measurement
131. Proctor	Tanzania	L		"Ujamaa" Village Program: Problems
132. Pugh et al.	Great Britain	O		Structure/Environment Fit: Centralization
133. Pye	LDC	N		Popular Participation
134. Rahman	India Pakistan	N-L		Decentralization Programs: Assessment
135. Raper	E. Pakistan	L-P		Rural Development
136. Raup	LDC	L		Agricultural Development: Decentralization
137. Riggs	Philippines	L	P	Decentralization for Development
138. Rizvi	W. Pakistan	L	I	"Basic Democracies" Program
139. Rondinelli et al.	LDC	N-R-L-P		Decentralization: Pro/Con
140. Ross et al.	USA	L-U		Public Sector Productivity
141. Rothman		O		Decentralization/Environmental Uncertainty Relationship
142. Rutledge	USA	L-U		Human Resources Policy
143. Rweyemamu et al.	Tanzania	N-R-L		Decentralization: Ideology and Practice

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
144. Sady	LDC	L		Decentralization: General
145. Saul	Tanzania	N-L		Administrative Control vs. Popular Participation
146. Schumacher	Senegal	N		Administrative Development: Case Study
147. Schurmann	China	N		Policy of "Total Organization"
148. Scott		N-L	F	Federal Finance: Issues
149.	India	L		"Democratic Decen- tralization" Programs: Bibliography
150. Sherwood	Brazil	L		Devolution and "Structure Follows Function"
51. Sherwood	Brazil	L		Municipalities as Institutions
52. Smith		L		Public Goods Provision
153. Spiegel	MDC	L-U		Decentralization: Pro/Con, Management
154. Stubbings	Pakistan	L		Popular Participation
155. Suri	India	L		Village Panchayats and Development
156. Thompson	LDC	N		Overcentralization

Reference	Geographical Area	Context ²	Management Function ³	Primary Focus
157. Tickner		N-L		Popular Participation
158. Towers	China	N		Geographically Dispersed Industry
159. Trapman	Kenya	N-L		Agricultural Development Administration
160. Tuite et al.		O	C	Decentralized Structure
161. U Thoung	Burma	N-L		Decentralization: Problems
162. UN	LDC	N-L		Administrative Reform
163. UN Technical Assistance Program	LDC	N-L		Decentralization: Guidelines
164. Uphoff et al.	Asia	L		Local Institutions
165. Van Horn et al.	USA	N-L		Policy Implementation
166. Von Sperber	Tanzania	N-L	P-F	Central-Local Relations
167. Wagner	USA	N-S-L	F	Political-Fiscal Centralization
168. Washnis	USA	L-U		Decentralization Models: Popular Participation
169. Waterston	MDC, LDC			Centralized/Decentralized Economy

Index Continued

Reference	Geographical Area ¹	Context ²	Management Function ³	Primary Focus
170. Weidner	Asia	N-L	P	Development Administration: Readings
171. Weiker	Turkey	N-L-U		"Growth Pole" Cities
172. Werlin	MDC, LDC	N-L		Decentralization and Elasticity of Control
173. Wickwar	Middle East	L		Local Administration: Comparative Analysis
174. Wraith	W. Africa	L	P-F	Deconcentration and Devolution
175. Wright et al.	USA	S	F	Fiscal Problems
176. Yin et al.	USA	L-U	C	Decentralization: Popular Participa- tion, Geographical
177. Ziring	Pakistan	L		"Basic Democracies" Program: Problems

PART II: ANNOTATED DECENTRALIZATION REFERENCES

The entries in this bibliography vary greatly in length and depth of summarization. There are several reasons for this. First, the items vary in the extent to which they deal with decentralization and related issues. Second, the entries reflect the subjective judgement of the reviewers as to the relevance of the items and to whether the items offer anything of interest beyond the typical case-study description that predominates the literature. Finally, the works of some authors are simply easier to summarize than others. Books and other rather lengthy works tended to receive the most shallow treatment, but even here, the focus was on relevant chapters and sections, rather than on entire works.

The entries vary also in recency of publication, the earliest having been published in 1956 and the latest in 1977. A sizeable majority (99 of 177) were published since early 1970.

In the search for references on decentralization and development, we found particularly helpful four other bibliographic sources. They are as follows:

1. Rondinelli, D.A. and A.P. Palia, eds. Project Planning and Implementation in Developing Countries: A Bibliography on Development Project Management. Honolulu, Hawaii: Technology and Development Institute, The East-West Center, 1976.

According to the editors: "This bibliography attempts to compile and review the literature on project planning and implementation in developing countries as a basis for research into new and effective ways of managing projects. Chapters I and II survey the literature on development administration and the project management cycle. Chapters III through VIII cover important aspects of the cycle--identification, preparation, feasibility analysis, appraisal, organization, scheduling and control, and evaluation--while the last chapter contains material on technical assistance and management training. Hopefully

it will be a useful starting point for describing the types of planning and management techniques available and past experience with project implementation in developing nations."

Several of Rondinelli and Palia's entries are included in the present bibliography. We appreciate their permission for inclusion.

2. Spitz, Alan A. and Edward W. Weidner. Development Administration: An Annotated Bibliography. Honolulu: The East-West Center Press, 1963.

According to the authors, this bibliography is selective and limited to English-language periodical literature on Development Administration from 1946 to 1960. A total of 340 items are included. Of particular relevance to decentralization is the section entitled, "Units and Areas," which contains 54 entries.

3. Sage Public Administrative Abstracts. Beverly Hills: Sage Publications, 1974 to present.

Each quarterly issue of Sage Public Administration Abstracts contains approximately 250 separate abstracts of recent literature, cross-indexed for reference. Books, articles, pamphlets, government publications, significant speeches, legislative research studies and other materials are abstracted.

4. Duisin, Xenia W. Decentralization in Urban Government: An Annotated Bibliography. Exchange Bibliography No. 347. Monticello, Ill.: Council of Planning Librarians, 1972.

Including a total of 76 entries, this bibliography is divided into three major sections: references on the general subject of decentralization; and references on New York City decentralization efforts. A few of the references included by Duisin were found to be particularly useful here, but the larger majority are of little relevance to the problems of managing decentralization in developing countries.

The References

1. Advisory Commission on Intergovernmental Relations. Federal-State-Local Finances: Significant Features of Fiscal Federalism. Washington, D.C.: Government Printing Office, 1974.

This volume provides a vast body of information pertaining to federal, state, and local fiscal relations. It is very helpful for the public and policy makers at all levels of government.

2. Advisory Commission on Intergovernmental Relations. Trends in Fiscal Federalism: 1954-1974. Washington, D.C.: Government Printing Office, 1975.

The data give some highlights of the trends in fiscal federalism during the period 1954-1974. Among them are an increasing share of the gross national product of the public sector, growth of social security and federal aid programs, etc.

3. Akin, John S. An Improved Method for Estimating Local Fiscal Capacity. Madison: University of Wisconsin, 1973.

A realistic fiscal capacity measure must be a function of both income and real wealth in a community. Need or taste factors do not represent ability to pay. Fiscal capacity is the per capita total revenues expected to be raised by all local governments serving a locality, given the area's median family income, real property value, and its distribution among types of property and statewide norms of fiscal effort upon these taxable bases, as determined by linear multivariate regression analysis.

Only when local fiscal needs are compared with local fiscal capacity can the total picture relating to the sufficiency or insufficiency of local taxable resources be seen.

4. Al-Kubaisy, Amer K. "Decentralization Vs. Centralization: Analysis and Evaluation." In Administrative Development in New Nations: Theory and Practice with Reference to the Case of Iraq (Baghdad: Al-Jamhuriyah Press, 1974), 86-110.

The author discusses several advantages and disadvantages of decentralized administration for the developing nations. Among the advantages are the beneficial effects it would have on the modernization and participation of local communities in nation building. Further, it would free high-level administrators from a great deal of

operational activity, giving them more time for long-range planning activity.

On the negative side, decentralization requires a large number of capable personnel who can be motivated to live and work in the local areas. In spite of these problems, the alternative of overcentralization is less desirable, as it has led to serious financial problems and unmet expectations. Finally, modern technology ought not be an issue in whether to decentralize or not, as it can be useful under either system.

5. Appleby, Paul H. "Some Thoughts on Decentralized Democracy." Indian Journal of Public Administration, Vol. 8, 1962, 443-455.

The author sees the primary value of democratic decentralization to be its contribution to national solidarity. Secondary is its contribution to national development. In a discussion of the origins and working of western democracy, Appleby makes two major points:

- 1) ". . . that, in efforts to use local energies and capacities, there should be care to maintain clear capacities for control at more broadly responsible levels of government, so that the communities will be firmly required to make the contributions they are said to be making, and so that what is done makes sense in terms of what is being done elsewhere whenever that matters;" and
- 2) ". . . that what is done in the communities be not unduly exaggerated, be not understood as constituting some transcendent kind of democratic achievement." Eventually, much of the development activity done by communities will have to be transferred to technically competent governmental bureaucracies.

Appleby argues that there is no necessary relationship between democracy and decentralization. "Decentralization by a non-democratic government is certain to be non-democratic. Decentralization by democratic government is more likely to have some democratic character, but this will not certainly be true in all instances or in full measure." The point is that centralized or decentralized governmental structure should be chosen on the basis of how best to satisfy needs, not on the basis of a misconception linking decentralization to democracy.

Popular participation in government administration is not the essence of democracy; however, popular participation in politics, the choice of who will administrate government, is.

6. Aronson, J. Richard and Eli Schwartzs (eds.). Management Policies in Local Government Finance. Washington: International City Management Association, 1975.

The book contains a judicious blend of economic analysis, insight with managerial application, and guidelines to activities. It attempts to meet current issues and those of the future, including those issues and programs that are larger than the city itself. Economic policy as it affects management decisions is emphasized because local governments must learn to live in a national economy.

There are four parts to the book. Part one provides an introduction to the part played by finance in local government, to the ways funds are expended and collected, and to the workings of the budgetary process. Part two of the book offers a survey of the character of the major revenue sources of urban and local governments, of the philosophies that underlie them, and of practical aspects of their administration. Part three attempts to place the issues underlying the fiscal aspect of intergovernmental relations in a broad philosophical perspective. Part four deals with the development of an effective, practical, and logical approach to local financial administration.

7. Ashford, Douglas E. Democracy, Decentralization and Decisions in Subnational Politics. Beverly Hills, California: Sage Publications, 1976.

Ashford discusses the problem of disaggregating authority in the industrial democracies from a comparative and policy-oriented research perspective.

8. Ashford, Douglas E. National Development and Local Reform: Political Participation in Morocco, Tunisia, and Pakistan. Princeton, N.J.: Princeton University Press, 1967.

The author examines the relationship between local and national government as both undergo change in the process of development. Local government is viewed as an instrument by which the nation and its development are made meaningful and important to the individual citizen. Emphasis is placed upon the cognitive aspects of the individual's relationship to his government, especially his perceptions of his role in local and national development.

Recent Moroccan, Tunisian and Pakistani efforts to decentralize, and to institute local government and bring about more citizen participation are analyzed in considerable detail.

9. Auld, D.A.L. "Provincial Grants and Local Government Expenditure." Public Finance Quarterly, Vol. 4 (3), 1976, 295-306.

The author examines the explanatory power of linear and nonlinear expenditure functions in assessing conditional grants to local governments in Ontario, Canada. The results suggest that such grants had a positive impact on local spending.

10. Axinn, George H. and Sudhakar Thorat. Modernizing World Agriculture. A Comparative Study of Agricultural Extension Education Systems. New York: Praeger, 1972.

A description of the major organizations carrying out agricultural extension education in twelve countries: India, the U.S., Japan, Israel, Denmark, Taiwan, Brazil, the United Arab Republic, Australia, Pakistan, and Nigeria. Written by two agricultural economists, the book is not only a collection of case studies but also a discussion of possible comparisons and generalizations that can be drawn from current extension education systems (Rondinelli and Palia, 1976).

11. Bahl, Roy. "Revenue Possibilities for Local Governments in Developing Countries." Paper prepared for a conference on local government finance in Thailand held in Chiangmai, Thailand, February 2-3, 1976. (Mimeo, The Maxwell School, Syracuse University.)

The author presents a survey of financing practices and problems of local governments in less developed countries. Foci of the discussion are the nature of the local government finance problem, alternatives to the property tax and the property tax itself.

The crux of the problem for local government finance is that the major revenue source, the property tax, is inelastic and as a result cannot provide sufficient revenue to meet growing local government needs. After a review of the property tax and alternative revenue sources, Bahl offers the following conclusions:

- 1) if property tax reform is included in local government restructuring, it should be simple and it should focus on revenue yield considerations;
- 2) resolution of local financing problems lies at the central government level, where "decentralization" must be given specific definition;
- 3) perhaps reform should concentrate on developing local government's service delivery capacity rather than its taxing capacity, and establishing tax-sharing and grant arrangements between central and local authorities.

12. Bahl, Roy. "Urban Property Taxation in Developing Countries." Paper prepared for the World Bank Urban and Regional Economics Division, Development Economics Department, Development Policy Staff, April 1976. (Mimeo.)

This paper describes and evaluates the urban property tax systems in some fifteen LDC cities, considering the allocative and distributional effects of the rate structure, base coverage and definition, assessment practices, and administration (Author's summary).

13. Bahl, Roy W. and Walter Vogt. "State and Regional Government Financing of Urban Public Services." In Alan K. Campbell and Roy W. Bahl (eds.), State and Local Government: The Political Economy of Reform (New York: The Free Press, 1976), 98-126.

The rate of increase in core city expenditure requirements has continued to strain local tax bases and has forced an increasing reliance on external financing of urban public services. The article focuses on the analysis of programs that would shift financial responsibility from central city governments to either state or regional governments. What would be the effects on the local government budget and on the overall tax burdens of local area residents, due to this shift of financial responsibility? A set of case studies carried out in nine Urban Observatory Cities answers the question. In general, three effects result from the above shift:

- 1) changes in the short- and long-term budgetary position of the city government;
- 2) changes in the overall tax liabilities of central city residents;
- 3) changes in the distribution of tax burdens across income classes within the city.

14. Barnabas, A.P. "The Block Development Officer Today." Indian Journal of Social Work, Vol. 26, 1966, 407-415.

A study of recruitment procedures, training, and functions (before and after the introduction of the Panchayati Raj) of the block development officer. As personnel is a crucial factor in any development program, it is unfortunate that key people are chosen on the bases of routine tests and interviews. The main purpose of orientation training is the ensuring that all functionaries working at the block level have a common understanding of the objectives and methods of measuring progress of the community development program. The block development officer, in addition to looking after the developmental functions, has also regulatory, fiscal, and business functions. The most pressing problems connected with the office are the frequent shifts of officers from

one place of position to another and the lack of opportunities for promotion. For the effective implementation of the community development plan the role of the block development officer is crucial. Unless new avenues for promotion are opened and his job is stabilized, the program may fail (Rondinelli and Palia, 1976).

15. Baum, Bernard H. *Decentralization of Authority in a Bureaucracy*. Englewood Cliffs, N.J.: Prentice-Hall, 1961.

The author examines the decentralization of authority in the United States Civil Service. Writing from a human relations perspective, Baum analyzes the effects that organizational decentralization has had on interpersonal and intra-organizational relationships. The book has very limited utility for the study of decentralization for development.

16. Becker, Selwyn W. and Duncan Neuhauser. *The Efficient Organization*. New York: Elsevier, 1975.

In the Introduction to Part I, "A Theory of Organizational Efficiency," the authors include some definitional statements about decentralization in complex organizations and the means of measuring the degree of decentralization. If the degree of organizational decentralization is viewed as the degree of autonomy given to organizational units, it can be determined by calculating the general resources that managers are permitted to allocate without approval from the owner or his chief operating executive, divided by the total resources of the organization. The extent to which a subunit is decentralized can be determined by dividing the general resources of the subunit which can be allocated by the subunit manager without permission of the owner or any other managers, on the one hand, by the total resources of the subunit, on the other.

While decentralization involves the owner's giving up some control over resources, its benefits include rapidity of response. The authors go on to discuss functional and parallel decentralization and the benefits of each. The decision to decentralize and the extent of decentralization is a function of: 1) the necessity for rapid specification of procedures and rapid resource decisions and 2) the degree of complexity of the interaction between the organization and its environment.

17. Beckman, Norman. "Federal Policy for Metropolitan Governance." *National Civic Review*, Vol. 63 (3), 1974, 128-132.

Differences in local fiscal capabilities have led to federal and state attempts to provide for resource equalization through use of allocation and matching

formulas in awarding grants, a progressive system of tax collection, and the socially-oriented purposes for which many tax funds are used. Since 1970, there has been positive legislative action at the federal program areas: solid waste disposal, law enforcement assistance, water pollution control, coastal zone management, school desegregation, programs for the elderly and urban transportation.

18. Beers, Howard W. and Douglas Ensminger. "The Development Block as a Social System." Indian Journal of Public Administration, Vol. 5, 1959, 135-152.

The main issue undertaken by the authors is whether the development block, a new form of Indian development administration, will become a social system, that is, a permanent fixture in the Indian societal fabric. Operating from a sociological perspective, the authors explore to what extent the development block does, in fact, possess the following attributes: beliefs and sentiments that promote its existence; specific ends or purposes; norms of behavior; distinctive status-roles and ranks; discernible power at the block level; sanctions; and socio-material facilities for the development of the other attributes.

19. Belshaw, Cyril S. "Social Structure and Cultural Values as Related to Economic Growth." International Social Science Journal, Vol. 16 (2), 1964, 217-228.

An examination of how the anthropological notions of values and of social structure can be related to economic growth. Economic growth can be affected by the types of responsibilities allocated to junior levels of government, such as local authorities. Conversely, an analysis of the institutional requirements of economic growth will suggest changes in the conception and organization of local government. This may prove to be a highly significant factor for the designing of more viable economic systems to meet growth in developing countries (Rondinelli and Palia, 1976).

20. Bendavid, A. "The 'Concepts-Strategy-Projects' Approach to Planning for Regional Development." International Development Review, No. 1, 1972, 26.

The author investigates whether there is a meaningful "middle ground" for regional development planning between the unacceptable primitiveness of an isolated projects approach and the widely demonstrated futility of the conventional planning approach. The development of the Northern region of Thailand. The concepts-strategy-approach (C.S.P.). The three steps of C.S.P.:

determination of key strategy concepts; determination of overall strategy for development; project recommendations (Rondinelli and Palia, 1976).

21. Bhalerao, C.N. "Some Social, Political and Administrative Consequences of Panchayati Raj." Asian Survey, Vol. 4, 1964, 804-811.

An examination of several consequences of the attempts to develop rural India. The establishment of popular institutions at the village, block and district levels to execute development plans has made obvious the urgency of changing the existing pattern of local administration. Community development schemes have suffered in the past because of the lack of a cadre of active social workers to lead the villagers. It has become necessary to evolve better criteria for the recruitment of development administration staffs, devise more fruitful training programs for them, and improve their conditions of service (Rondinelli and Palia, 1976).

22. Billon, S.A. "Soviet Management Structure: Stability and Change." In Harold F. Williamson (eds), Evolution of International Management Structures (Newark, Delaware: University of Delaware Press, 1975), 114-143.

Billon gives an account of the development of the Soviet industrial management system from the Revolution of 1917 to the present. Under Lenin, centralized control of general policy combined with authority and initiative in the management of individual enterprises was the rule. Taylor's principles of scientific management appealed to Lenin. Under Stalin, however, scientific management gave way to consolidation and centralization of all authority at the top. Purges eliminated a great number of Soviet managers, only to leave management to less competent, however politically loyal, Stalinists. This command-centralized structure has continued to the present time.

The development of the Soviet management system is described by Billon as a shift from functional organization to the line form of organization. One-man authority, or unity of command, with the delegation of authority down the line, characterizes this form of organization. Managers' authority has continued to be undermined by the functional system and the Party, in spite of the official policy of line management.

Khrushchev made several reforms in 1957, abolishing the central ministries and decentralizing some economic management authority to the national republics. A great deal of authority was still retained by such central organs as the Gosplan, however. While some improvements

did occur, decision-making still remained too centralized, now in the capitals of the republics, and difficulties of coordination and administration arose. The author argues that realistic market prices and delegation of authority to the enterprise level "would have provided the foundation for rational economic relationships among industrial organizations that would ultimately have led to effective coordination."

In 1965, under Brezhnev and Kosygin, more reforms were established in order to combat the prevailing problems of detailed interference in enterprise level matters and conflict of interest between enterprise managers and central planners. Enterprise authority was increased in the areas of manpower administration (hiring, firing, wages, etc.), control over some enterprise capital, and control over new capital investment. New incentives were designed to increase volume and profit levels.

The impact of these reforms has, so far, been slight. Reasons for this failure include the opposition to decentralization among the entrenched central bureaucrats, and the timidity of local managers who had been "brought up" during the Stalinist era.

A recent development is a new organizational form called the production association, which combines several small plants that produce a line of similar products. If all the plants are in the same location they are run as parts of one whole, the association. If they are dispersed, they maintain their autonomy, but technical, economic and planning management functions are centralized at a main plant. Another type is the research-production association, which achieves shorter lead times in introducing innovations. So far the performance of production associations is superior to that of the conventional system.

As conditions become increasingly complex, the Soviet leaders will have to decide whether to "continue the trend toward adaptive organization structures and concomitant diffusion of authority and freedom to manage," which could lead to such political developments as occurred in Czechoslovakia recently, or to continue the Stalinist model, which is certain to retard progress. At the present, a compromise has been struck, but it is a weak one.

23. Bixhorn, Herbert and Albert Mindlin. "The Construction and Use of Composite Social Indicators by Local Government." Trends, Vol. 3 (3), 1974, 1-9.

Most social indicator effort has been carried on in academic circles. The Office of Planning and Management of

the Executive Office of the Mayor starts with general classifications, then conducts meetings with operating officials in various fields. These officials work out the dimensions of their field--and the statistical series that go into each dimension--to create a composite indicator. The variables are combined, and this is expressed quantitatively. Mathematical weights are created which reflect the degree of correlation between the variables.

24. Borukov, Eli. "Optimal Service Areas for Provision and Financing of Local Public Goods." Public Finance, XXVII, No. 3, 1972, 267-281.

After discussing the theory of determination of the optimum size and number of service areas for local public goods, and subsequently the problem of taxation to finance local public goods, the author rejected Tiebout ("An Economic Theory of Fiscal Decentralization," In National Bureau of Economic Research, Public Finances: Needs, Sources, and Utilization, 1961, 78-96) and Musgrave (Fiscal Systems, Yale University Press, 1969) because they ignore the implications of mobility.

25. Burke, Fred G. "Local Governance and Nation Building in East Africa: A Functional Analysis." Paper delivered to the Annual Meeting of the American Political Science Association, Chicago, Illinois, September, 1964. (Mimeo.)

The author views local government (defined functionally, rather than in terms of specific institutional forms) as an important agent in effecting national integration, by enlarging the scope of individuals' perceptions of their associations to one of nationality, by translating and legitimizing national policy and by providing the behavior change and consensus necessary for national policy implementation. Local government is the essential link between central government and the people. It is a vital part of the "democratic centralism" model extant in post-colonial East Africa. Traditional systems of local government can be beneficial to modernization and development to the extent that their values are consistent with national modernization goals and objectives. Often a clash between national modernization values and local tradition-preserving values leads the central government to devolve local authority to local institutions other than local government, resulting in competition at the local level. "Successful development depends upon the avoidance or reconciliation of conflict between the administrative requirements of the external bureaucracy and those authority wielders held accountable by the members of the community, for local order and integration."

The author concludes with an illustration of the important relationship between central government and local gover-

nance institutions, drawn from the Tanzanian experience with T.A.N.U., the country's political party.

26. Burrige, Kenelan O.L. "Rural Administration in Jahore." Journal of African Administration, Vol. 9, 1957, 29-36.

The author examines some of the problems of Malayan local government administration. Field work in the area is the basis for his observation that the local authorities, chiefs and councils, are for the most part agents of the national government and hence elements in a centralized system of administration. The introduction of professional administrators into the local government scene has served to offset some of the tendency toward centralized control, since these administrators are accountable to party and voter interests.

27. Cadwallader, Mervyn. "The Cybernetic Analysis of Change in Complex Organizations." American Journal of Sociology, Vol. 65, 1959, 154-157.

The essay sketches how some of the concepts and principles of cybernetics might be used in the analysis of change in formal social organizations. Cybernetics focuses on regulation and control of open systems. In a changing environment, open systems either change or they perish. Ultrastability is the capacity to persist through change of structure or behavior. This concept distinguishes systems that achieve stability under specific constant conditions and those that maintain stability under changing conditions (i.e., as learning and innovating systems).

Cadwallader suggests that any large-scale organization will display learning and innovative behavior if it possesses the necessary facilities (structure) and rules of operation (content or function). Structural components for ultrastable organizations include: specific feedback mechanisms; a certain variety of information; certain kinds of input, channel storage, and decision-making facilities; and recall memory capacities. Certain rules of operation and behavior must also exist to govern analysis and synthesis of the information flow for the organization's problem-solving activity.

The article concludes with the author's suggestions for the elements of a cybernetic model and the type of information it would focus on. A number of possible hypotheses determining the presence, absence, and nature of innovation processes were suggested. Finally, suggestions for future research (including a listing of potential empirical indicators) were made.

28. Chambers, Robert. Managing Rural Development: Ideas and Experience from East Africa. Uppsala, Sweden: Scandinavian Institute of African Studies, 1974.

Deriving many of his ideas from experience with the Kenya Government's Special Rural Development Programme, the author argues for a shift from an urban to a rural bias, from planning to implementation, from capital projects to recurrent resource programs, and from hierarchical to decentralized management in rural development. After an introductory chapter, four chapters are devoted to six clusters of procedures that Chambers considers important: programming and implementation, field staff management, local participation, evaluation, rural research and development, and plan formulation. Focusing on low-level rural development programs, Chambers provides a great deal of descriptive and prescriptive information in these six areas. He offers a systems analysis approach to implementation: the programming and implementation management (PIM) system. In a final chapter, several principles (e.g., empiricism rather than perfectionism, systems thinking, optimize rather than maximize) and precepts (e.g., make meetings few and functional, involve participating staff in discussing procedures) are offered.

29. Chang, Parris H. "Centralization Versus Decentralization in the Chinese Political System, 1949-1971." Asian Forum, Vol. 4 (2), 1972, 14-36.

This article is a review of the changes in the power distribution between central and local authorities over two decades of Chinese history. Among the factors that have kept the Chinese system in oscillation between centralization and decentralization are the variety of organizational models (those of the Soviet Union and of the Chinese Communist Party), genuine differences among power-holders as to rational approaches to changing conditions, and, most important, political power considerations of political actors and groups who stand to gain or suffer from governmental structural arrangements.

30. Chang, Y. N. "Industrial Administration in Communist China." Western Political Quarterly, Vol. 9, 1956, 850-872.

In this essay, Chang notes that industrialization in Communist China has required not only "excessive centralization" in planning and management, but also a considerable amount of local participation in the administration of the four sectors: state-owned, joint state-privately owned, cooperatively owned, and privately owned. The local Communist party has played an important role in this latter area. Chang develops these themes in great detail in his historical analysis of the Chinese experience in the early 1950's.

31. Clark, Terry N. "Community Autonomy in the National System: Federalism, Localism and Decentralization." Social Science Information, Vol. 12 (4), 1973, 101-128.

The author lists forty-eight propositions that link some of the major variables that appear to influence local community autonomy in the context of a national-local system. Although Clark cautions that the propositions are derived from the experience of past and present Western societies, his eight starting assumptions (e.g., there exists a national administrative structure responsible for certain activities within the local communities) appear to be applicable to a broader spectrum of national situations.

Defining "local community autonomy," the dependent variable, as "the tendency for a large proportion of community decisions to be made by actors residing within the local community," Clark discusses briefly how we might operationalize and measure such a variable - perhaps by noting the residence of actors who figure significantly in a sample of decisions, by examining the legal provisions regulating local activities, by measuring the ratio of local governmental expenditures and revenues to total governmental expenditures and revenues, by measuring the amount of time spent by local officials dealing with actors from higher levels of government, or by measuring transaction flows of communications from the local community to the national government.

As for the forty-eight propositions, many relate to four general factors: devolution, resources, localism, and local political power. Very briefly summarized here, some of Clark's propositions are as follows:

- I. Local community autonomy will be greater as there is (are)
 - a) greater devolution of authority to the local level in a particular institution (political, administrative, economic, religious, etc.);
 - b) greater territorial and population size in the country;
 - c) greater fragmentation in the national leadership;
 - d) greater natural, social and economic resources available to the local community (in comparison with those available to other communities and to the national society);
 - e) greater legal powers of local political officials in general (i.e., in matters other than local autonomy);
 - f) more local criteria (i.e., local residence) stressed as requirements for local political

- office, up to but not including the point that competent leaders are excluded;
- g) more local political leaders' participation in extra-local decisions affecting the local community (through membership in commissions, holding higher offices, etc.), up to the point where the marginal gains in resources exceed the marginal gains in extra-local commitments which must be assumed by the leader;
 - h) greater natural and socio-economic resources available to local political leaders;
 - i) a stronger local party structure supporting the local political leaders;
 - j) more centralization in the local community decision-making structure;
 - k) greater involvement of local political leaders in national organizations (parties, voluntary organizations, etc.), up to the point where the marginal gains in resources exceed the marginal gains in extra-local commitments;
 - l) greater citizen support, especially as manifested in elections, for the local political leader; and
 - m) a longer period in office of local political leaders.

II. Local community autonomy will be less as there is

- a) more centralization in the national governmental administrative structure and more competence in the officials who staff it;
- b) more centralization and unity (ideologically and organizationally) in the national political party or parties;
- c) greater (national) social mobilization of the population;
- d) more social homogeneity in the population;
- e) more national centralization of the means of economic production;
- f) greater involvement of the national government in the national and local economy;
- g) more firm and clearly demarcated national boundaries of the society;
- h) a larger number of local communities in the society;
- i) more similarity between the lines of social cleavage in the local community and those at the

the national level;

- j) greater legitimacy of the national government with the national population; and
- k) less distance between the local community and the national capital.

Clark offers several other propositions (less easily summarized here) regarding those factors that contribute to "local distinctiveness" and local social interaction, which in turn contribute to local autonomy. A few more pertinent ones are as follows:

- 1) The greater the local cultural distinctiveness and the less the mobility of local elites, the stronger the emphasis on local values by local decision makers;
- 2) The size of the community population is related curvilinearly to local cultural distinctiveness;
- 3) Increases in education of community inhabitants initially increase local cultural distinctiveness, but subsequently lead to the opposite; and
- 4) Possibilities for upward mobility must remain open to retain talented younger persons in the community, or to attract others from outside.

In a concluding section, Clark ties together the sets of major variables-- national factors, natural physical resources, social and economic resources, institutions supporting localism, loyal local elites, and local political power-- in a framework of influence upon local political autonomy.

32. Cliffe, Lionel. "Tanzania-- Socialist Transformation and Party Development." In Lionel Cliffe and John S. Saul (eds.), Socialism in Tanzania. Volume 1: Politics (Nairobi: East Africa Publishing House, 1972), 266-276.

Cliffe discusses the development of TANU, Tanzania's one political party, in relation to its potential contribution to the development of socialism in Tanzania. The major point made is that the shortage of personnel and other resources are not the only factors to account for TANU's limited ability to transform Tanzanian society. Also very important are its lack of clear ideological direction and the relative absence of concrete action programs.

With its emphasis on development via the people, not the state or political party, and on development at the rural village level, Tanzanian socialism appears more akin to the Chinese rather than Russian brand. Local cadres, rather than strong central party organs, seem to be the key to Tanzanian development.

33. Cliffe, Lionel and John S. Saul. "The District Development Front in Tanzania." In Lionel Cliffe and John S. Saul (eds.), Socialism in Tanzania. Volume 1: Politics (Nairobi: East African Publishing House, 1972), 302-328.

The authors examine the pattern of politics as a "development front" of local institutions and organs at the district level in Tanzania. The national political party, TANU, stands out as a most important means of coordinating development efforts at the local (as well as national) level and as the link between the central government and the people. Holding a strategic position at the center of the local decision-making process are the Regional Commissioners, who fuse party and civil service in one office. Cliffe and Saul discuss at length the problems of coordination at the local level among Central Ministry officials, local institutions such as cooperatives and party representatives.

The authors describe a recent trend toward "administrative solutions" in which the central government is assuming direct responsibility for several areas of local development. Although such an approach has beneficial effects (such as the ability to apply technical planning criteria across local areas), it has important costs, too. It delays the establishment of local self-confidence and local involvement, and possibly hinders the development of a sense of identification with national purposes. As well, it opens up the central government to criticism when problems occur at the local level.

The authors discuss several local conditions which can serve to splinter the coherence of the district development front: conflicts between central and local groups responsible for development efforts, the diversity of local interests involved, and patterns of rural class formation.

Other concerns discussed by Cliffe and Saul include the constraints that limited skilled manpower place on decentralization for development; the representation/participation requirements for peasant-initiated development activities; and the politicization role of TANU.

34. "Community Development and Local Government." Philippine Journal of Public Administration, Vol. 4, 1960, 19-31.

A chapter from a United Nations' study entitled Public Administration Aspects of Community Development Programmes. Efforts to foster community development and to improve local government can be complementary in various ways. Evidence from many countries indicates that general-purpose committees may be used successfully as instruments of community development at levels where statutory local bodies do not exist or as a means of effecting

basic changes in local government, but they are likely to fail if they exist alongside statutory bodies, and there is no plan to relate them in a meaningful way to local government (Rondinelli and Palia, 1976).

35. Cornford, James (ed.). The Failure of the State: On the Distribution of Political and Economic Power in Europe. London: Croom Helm, 1975.

In the Introduction to this volume, Cornford writes: "Governments today are in a paradoxical situation: they face demands for the protection or enhancement of local autonomy, and for increased opportunities for citizens to contribute to the decisions which affect their lives. At the same time governments are not only held responsible for the general welfare of society, and in particular the level of material prosperity, but they also come under pressure from every conceivable interest to exert the powers of central government on their behalf. In addition to this political counterpoint, there is concern about the ability of central government to cope with its accumulated burdens, and a desire on administrative grounds to discover at what levels different kinds of decisions can most appropriately be taken, while maintaining effective control of strategic planning at the centre."

The "failure of the state" involves the failure of governments to satisfy the expectations which their assumption of wider responsibilities has raised and their sacrifice of political values through the steps found necessary to meet those responsibilities. Approaches to the dilemma of centralization can be distinguished along two dimensions: the motive for decentralization (managerial or participatory) and the basis (territorial or functional).

		<u>Basis</u>	
		Territorial	Functional
<u>Motive</u>	Managerial	Deconcentration	Hiving Off
	Participatory	Devolution	Interest group representation/ workers' control

Cornford argues that participation is not essential to territorial decentralization. He writes: "The weakness of the devolutionist case has been to tie the demand for active participation to territorial decentralization. In the first place, this will not give effective control over key areas of economic and social policy; and second, the institutions of regional and local government are easily converted into the agents of central government,

instruments therefore of deconcentration, rather than of devolution. It does make a difference whether a local administrator is a direct employee of central government or of a locally elected government, but the difference may be scarcely perceptible to those whom he serves. Territorial decentralization involves a balance between administrative convenience and political control: even the purest case of deconcentration will probably enhance local influence. But territorial decentralization, whatever the balance, is mainly an answer to the problems of government as the provider of services, rather than as director and controller of production."

The author concludes this introduction with a brief discussion of the arguments for centralization, on the one hand, and decentralization, on the other. He notes that those who argue for devolution must understand that political and economic devolution go hand in hand, and that there will be large costs in scaling down.

The remainder of this book is a series of chapters (each written by a different member of the Department of Politics at the University of Edinburgh) which examines the problems that Cornford has outlined in his introduction in France, Italy, Great Britain, West Germany, and Eastern Europe; and a final chapter on the European Economic Market in terms of its value as a remedy for the failure of the state. The three chapters on France, Italy and Great Britain describe the historical development of overcentralization and the limited efforts toward decentralization in each. The chapter on West Germany, on the other hand, illustrates the pitfalls and problems that decentralization (in the form of post-war liberal federalism) can bring about. In the chapter on Eastern Europe the relationship between political and economic decentralization is emphasized and several models of reform are described.

36. Daland, Robert T. Brazilian Planning: Development Politics and Administration. Chapel Hill, North Carolina: University of North Carolina Press, 1967.

A well-documented study illustrating the hit-and-miss nature of administrative and political aspects of planning in Brazil. Daland points out that policy formulation is generally carried on without regard to the actual situation in a society which cannot reach a consensus about what its goals should be and which has governments in power without effective control. The study indicates that comprehensive, national planning might be dispensed with in favor of regional development (Rorinelli and Palia, 1976).

37. De Buitleir, Donald. "Central Government Grants to Local Authorities." Public Affairs -- Leargas, Institute of Public Administration: Dublin, Ireland, Vol. 6 (9), 1974, 1-2.

Local authorities in Ireland have three main sources of current revenues: rates, grants from central government, and charges for service. The scope for increasing revenue from either rates or charges for services is limited. The amounts of grants to local authorities are determined through detailed forecasts of expenditures that might be incurred, based on past trends and existing policies. The system scarcely acknowledges that differences in resources exist. An alternative system might specify that grants be given to local authorities only for essential services undertaken on behalf of the state, services administered under uniform principles laid down by the central government.

38. "Decentralization in the Sudan -- I." Journal of Local Administration Overseas, Vol. 1, 1962, 71-74.

Extracts of public speeches by the then President of the Republic of the Sudan, Ferik Abboud, and his Minister for the Interior and Local Government, Miralel el Hag, are employed to describe the 1960 Sudan Provincial Administration Act. This law established Province Councils in a decentralizing effort to remedy the previous highly centralized system. Province Councils, composed of some elected and some appointed members, have been empowered in the fields of education, general cultural development, social welfare, agriculture, public health, animal resources and public works. The relationships between the Province Councils and local government councils, and between the Province Councils and the central government are discussed.

39. DeMello, Lordello. "Decentralization for Development -- I." Journal of Local Administration Overseas, Vol. 2, 1963, 24-26.

In spite of a very high degree of political and legal autonomy, Brazil's local authorities have little influence on national economic development. The author attributes this problem to administrative shortcomings, which, in turn, are a product of underdevelopment. DeMello argues for a balance between the ultimate aims of decentralization and the maintenance of central controls to speed up development. One mechanism is overall (not just central) planning.

40. Desai, D.K. and H. Prakash. Planning and Implementation of Financing Agriculture Through Area Approach (A Case Study in Bihar State). Ahmedabad, India: Indian Institute of Management, 1973.

The major objectives were to understand the process of planning and implementing the financing of an agricultural development project through an area approach and to identify the problems at each level of decision-making. The project selected for the study in 1971 was the minor irrigation project of the Bihar Committee in five selected centers in Bihar State. The problem of coordination of various agencies in the tubewell irrigation project and the commitments for work at the planning stage are discussed. Large variations were found between centres in the various activities of the programme from demand creation to energization of wells. The need is stressed for involving all concerned organizations in the development effort. The area approach strategy for different segments of the market might pay better dividends (Rondinelli and Palia, 1976).

41. Dotson, Arch. "Democratic Decentralization in Local Self-Government." Indian Journal of Public Administration, Vol. 4, 1958, 38-50.

The author briefly outlines and criticizes the 1957 report of the Mehta Study Team, who recommended the establishment of a three-tiered system of local, development-oriented government, the Panchayat system. He criticizes the Team's failure to differentiate among functions of government and to apportion appropriate functions to each of the three proposed levels. "The proper division depends upon the characteristics of the function and the capacities of the units concerned, among other things. But when no analysis of either has been made, clarification of assignment may not be achieved."

Dotson further criticizes the Team's report for 1) advocating direct elections only at the village level, in spite of the objective of evoking initiative and creating representative and democratic local self-government; 2) recommending seating the co-operatives, restricted associations for economic advantage, on the panchayat samitis (block level), the multi-purpose governing bodies; 3) recommending that the chairmen of the panchayat samitis be, at least at the beginning, government officers; 4) recommending that district officers (also government personnel) and Members of Parliament be members of the zila parishad (third level body); 5) failing to apportion funds or staff to the zila parishad; and 6) failing to provide internally for decentralization, but instead recommending, in effect, delegation of power.

42. Dryden, Stanley. Local Administration in Tanzania. Nairobi: East African Publishing House, 1968.

Dryden describes the developments in local government and in central-local relations during the first five years of independence in Tanzania. Emphasis is placed on the importance of TANU, the national political party, in all phases of government operations.

43. Dubhashi, P.R. "The Implications and Scope of Democratic Decentralization." Indian Journal of Public Administration, Vol. 6, 1960, 369-392.

The author examines the report of the Mehta Study Team on Community Projects and National Extension Service (1957), and Acts passed by three State Governments in India, all of which deal with democratic decentralization. He organizes his discussion around five essential ingredients of democratic decentralization, which he defines as "free popular management of local affairs." The five ingredients are as follows:

- 1) existence of authorities at various levels each closer to the ultimate sovereign, the people;
- 2) allocation of spheres of activities to these authorities;
- 3) democratic composition of these authorities;
- 4) democratic working of these authorities; and
- 5) autonomy to these authorities in their allotted sphere limited only by the supervision of democratic authorities at a higher level.

44. Dubhashi, P.R. Rural Development Administration in India. Bombay: Popular Prakashan, 1970.

Many important changes in rural administration in India are identified and which have mainly been brought about as a result of community development and Panchayati Raj. Articles on "community development in India" and the administrative achievements of the community development describe the evolution and principle features of the situation in rural India. Community development has tried to evolve a comprehensive approach to local planning. This in turn has raised many issues, the most important ones being centralization versus decentralization and multi-purpose use over the single purpose approach. Lack of adequately trained personnel has been a serious limitation to community development in India (Rondinelli and Palia, 1976).

45. Eapen, A.T. "A Critique of Indian Fiscal Federalism." Public Finance, Vol. 24 (4), 1969, 537-538.

The author has limited his inquiry and comment to two broad aspects of Indian fiscal federalism: tax-sharing

and grants-in-aid. The author suggests modification which puts the Finance Commission back in the saddle (having been dethroned by the Planning Commission), and transfers agricultural taxation to the tax-jurisdiction of the Union Government.

46. Eaton, Joseph W. (ed.). Institution Building and Development: From Concepts to Application. Beverly Hills, California: Sage Publications, 1972.

In the Introduction to this volume, Eaton notes that the Institution Building framework-- the brainchild of the Inter-University Institution Building Consortium-- is less a well-developed theory than it is a beginning set of concepts about planned social change. The central objective of the study of institution building (IB) is the "planful establishment of new organizations to serve purposes which are judged by those in power to require autonomous administrative intervention and special linkages to the larger social system, different from those which can be provided by already existing administrative units." The focuses are on developing new or changed organizations that will promote change, and on establishing linkages between these organizations and the larger social system. Based in a normative value of democratic management, IB is concentrated on the building of institutions and not so much on the maintenance or adaptation of old institutions as their environments change.

The ten chapters of this volume, which are divided into those dealing with concepts and those with applications, are listed below. One that is especially relevant to decentralization issues is summarized.

Milton J. Esman, "The Elements of Institution Building," 19-39.

William J. Siffin, "Institution Building as Vision and Venture: A Critique," 41-64.

Jiri Nehnevajsa, "Methodological Issues in Institution-Building Research," 65-87.

Martin Landau, "Linkage, Coding, and Intermediacy: A Strategy for Institution Building," 89-109.

Landau describes a systems approach to the development problem. Defining development as "a transformation of the decision premises of a given cultural community so as to legitimate technical decisions," he notes that institution building involves the establishment of "those normative relationships and action patterns which sustain the use of empirical variables as routine grounds for decision-making." Institutionalizing these patterns contributes to development by distributing the properties for change over the entire system.

The major thrust of Landau's chapter is his promotion of the role of intermediate institutions (not too complex, not too simple) as mediating between the highly complex organizations that initiate change in developing societies and the more simple systems which are the locus of development problems. These intermediate institutions serve the linkage function that is an important facet of the IB perspective. Landau writes, "Institution building must be translated into the problem of coding and linkage arrangements. Initial states must be described accurately; end-states must be field-determined; and as regards the means by which the difference between these are to be reduced, it is a fair hypothesis that the use of intermediate institutional forms of organization will yield the greatest gain."

He closes with a brief discussion of the strategy of establishing intermediate institutions in light of the theory of redundancy and system reliability.

Norman T. Uphoff and Warren F. Ilchman, "The Time Dimension in Institution Building," 111-135.

Joseph W. Eaton, "Guideline to Development Theory Formulations," 137-148.

Saul M. Katz, "The Institution-Building Model: A Systems View," 151-161.

Thomas W. Thorsen, "The Institution-Building Model in Program Operation and Review," 163-179.

William S. Pooler and Richard L. Duncan, "Technical Assistance and Institution Building: An Empirical Test," 183-225.

Ralph H. Smuckler, "Field Application of Institution Building," 227-240.

47. Ecker-Racz, L.L. The Politics and Economics of State-Local Finance. Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1970.

This book contains a wealth of "nuts and bolts" about the mechanics of state and local finance in the United States federal system.

48. Eldersveld, Samuel J.; V. Jagannadham; and A.P. Barnabas. The Citizen and the Administrator in a Developing Democracy. Glenview, Illinois: Scott, Foresman and Company, 1968.

The authors report the results of an extensive survey among bureaucrats and the public in one Indian state, Delhi. They sought to answer two general questions: What is the empirical evidence that the new and old administrative cadres are recruited and socialized so

that they respond to India's new social aspirations and can mobilize support for them? and What is the empirical evidence that the Indian public is developing an awareness of the social goals of the new regime, is communicating with the development bureaucracy of the new regime, and consequently is responding positively to the developmental planning objectives of the new regime?

49. Fesler, J.W. "Approaches to the Understanding of Decentralization." Journal of Politics, Vol. 27, 1965, 536-566.

There are three methodological problems that make specification of decentralization processes difficult: the linguistic dichotomization of centralization and decentralization, the weakness of indices of the two processes, and the difficulty of differentiating degrees of decentralization within a single country at a given time.

Four approaches to the problem of decentralization are discussed: 1) the doctrinal approach, in which decentralization (really a means to achieving other values) has been romanticized into a value in itself; 2) the political approach, in which Fesler gives attention to the shaping of policy outcomes, the interplay of elements within the total political system, and the phenomenon of illusory decentralization (when formal powers or administrative arrangements are purportedly decentralist but politically controlled by the center); 3) the administrative approach, which is handicapped by lack of clarity of authority and orderliness in operations due to a conflict between area and function; and 4) the dual-role approach, in which the role of field administrator has changed to include not only law and order functions, but also economic and social development functions.

50. Fesler, James W. "Centralization and Decentralization." In David L. Sills (ed.), International Encyclopedia of the Social Sciences, Vol. 2 (The Macmillan Company and The Free Press, 1968.)

Fesler first discusses the various usages of the terms "decentralization" and "centralization," and such variants of the former as "devolution" and "deconcentration." He suggests that centralization and decentralization be viewed as opposite and nonexistent (in pure form) poles on a governmental continuum.

Power arrangements tend to fluctuate along the continuum from time to time, but, typically, centralization has recently tended to dominate the governmental and administrative system of countries in the process of nation-building, while formal decentralization tends to occur

only after there has been effected a reasonably stable social centralization (widely shared identification with the nation, etc.).

Administrative decentralization is the delegation of power, which, when carefully executed, involves the specification of conditions governing the use of the delegated power, the establishment of informational procedures that permit auditing of lower echelon activities, and the retention and application of sanctions for disapproved behavior. Fesler describes several hazards involved in the delegation of power.

A large ratio of field personnel to central personnel is not necessarily an indication of true decentralization, since a government can decentralize its work load without really decentralizing the power to make decisions.

The national government can maintain necessary contact with the people either indirectly through feudal lords, tribal chiefs, or intermediate and local governments, or directly through agents of the national government itself. As for the latter, Fesler distinguishes between area and function as the basis for field organization; also common are mixed systems that combine elements of areal and functional decentralization.

Fesler notes that the literature on centralization and decentralization is largely of the one-country, case-study type. Extensive as this literature is, its usefulness is limited by the fact that there is little synthesis of the many research studies that have been conducted, not only in several disciplines, but also in several countries.

Fesler concludes with a brief guide to the literature on centralization and decentralization, in which he singles out sources that are of particular value.

51. Finucane, James R. Rural Development and Bureaucracy in Tanzania: The Case of the Mwanza Region. Uppsala, Sweden: The Scandinavian Institute of African Studies, 1974.

The major problem with which Finucane is concerned is how developing countries can achieve both greater output and greater equality simultaneously. The usual approach in recent times has been to worry about output first, and to hope for equality later; or to adopt policies and practices that give the appearance of greater equality and participation without actually relinquishing control over development decisions.

Since Tanzania's ideology calls strongly for the co-equal goals of equality and development, she is confronted with pressures both toward bureaucratization and toward

greater popular participation in the decision-making process. Finucane explores in this book the "efficacy of popular inputs" into decision-making in the levels of government below the center. His focus is on the Mwanza Region and the all-encompassing role of TANU, the national political party.

Finucane examines the roles of TANU, Village Development Committees, Regional and Area Commissioners, and Members of Parliament in terms of how they individually and jointly contribute to an increase in participation in government decision-making. Among his conclusions about the Mwanza Region, Finucane writes: ". . . the participation of the general citizenry in the decision-making of the national political system had not notably increased nor changed in nature since the last decade of colonial rule, the ideological and rhetorical images arising from a fairly intense amount of intraelite participation in discussions about what to do with the general citizenry notwithstanding"

"The paradox is that Tanzanian peasants were often influential in that by not participating they removed from the bureaucratic elite the opportunity of persuading them to change their ways. In many ways it appears that the rural people, perhaps aware of the influence over their own lives which they retain by not being mobilized, avoided participation."

In a final section, Finucane reviews the recent organizational restructuring in Tanzania -- the celebrated program of democratic decentralization. Noting that his study is limited to pre-May, 1972 materials, the author concludes that the program is in effect a bureaucratic solution, a deconcentration of the central bureaucracy, rather than a devolution of authority to local, non-centrally-derived institutions.

52. Fisk, Donald M. "Issues in Local Government Productivity Measurement." Public Management, Vol. 56 (6), 1974, 6-8.

The most troublesome problems in measuring productivity are in assessing outputs by quantity and quality, deciding whose efforts should be measured, and how to use the resulting information. The use affects the degree of accuracy and detail needed, whether it be for budgeting and planning, setting performance targets, monitoring performance, establishing employee incentive programs, or for improving day-to-day management operations. To establish a productivity reporting system requires personnel with an understanding of analysis, management information, the existing system, and the needs of the local government.

53. Folts, F.E. Day-Chronolog Co. Boston: Harvard University, (No date).

Decentralization of management and of decision-making. Control of the decentralized organization (Roncinelli and Palia, 1976).

54. Frederickson, H. George (ed.). "Curriculum Essays on Citizens, Politics, and Administration in Urban Neighborhoods." Special Issue of the Public Administration Review, Vol. 32, October 1972, 566-738.

This issue includes the following on decentralization in U.S. cities:

H. George Frederickson, "Introduction," 566-570.

Henry J. Schmandt, "Municipal Decentralization: An Overview," 571-588.

James V. Cunningham, "Citizen Participation in Public Affairs," 589-602.

David K. Hart, "Theories of Government Related to Decentralization and Citizen Participation," 603-621.

Adam W. Herbert, "Management Under Conditions of Decentralization and Citizen Participation," 622-637.

Charles V. Hamilton, "Racial, Ethnic, and Social Class Politics and Administration," 638-648.

Grace Olivarez, "Spanish-Speaking Americans," 648-651.

Richard J. Krickus, "White Ethnic Groups," 651-654.

John G. Strange, "Citizen Participation in Community Action and Model Cities Programs," 655-669.

Marilyn Gittell, "Decentralization and Citizen Participation in Education," 670-686.

Martin Rein, "Decentralization and Citizen Participation in Social Services," 687-700.

Lawrence C. Howard, "Decentralization and Citizen Participation in Health Services," 701-717.

Richard A. Myren, "Decentralization and Citizen Participation in Criminal Justice Systems," 718-738.

55. Friedman, Harry J. "Notes on Pakistan's Basic Democracies." Asian Survey (Berkeley), Vol. 1 (10), 1961, 19-24.

The author points out some of the early difficulties involved in the Pakistani Basic Democracies program of political decentralization for development. Most of these problems, he feels, are attributable to ignorance on the part of local personnel in the operation of local governmental institutions. Inadequate budgeting, an excessive reluctance of local councils to initiate development

projects, ignorance of the means of obtaining technical help, and weak links between government departments and the local councils --all have plagued the Basic Democracies system. Friedman concludes by noting some of the achievements of Basic Democracies, which point to improvement of the system in the future.

56. Friedman, Harry J. "Pakistan's Experiment in Basic Democracies." Pacific Affairs (New York), Vol. 33, 1960, 107-125.

The author presents a detailed description of the Pakistani Basic Democracies system. Its strengths and weaknesses are examined in light of the objectives the program is set out to achieve.

57. Friedmann, John. Retracking America: A Theory of Transactive Planning. Garden City, New York: Anchor Press, 1973.

In Chapter 8, entitled "Design for Guidance: A Learning Society," Friedmann spells out a structure of governance that is more appropriate for post-industrial societal guidance than is the traditional bureaucratic structure. "Cellular" structure is composed of three or more levels:

- 1) the most basic includes a vast number of small (about seven members each) task-oriented working groups that combine to form
- 2) working group assemblies that send representatives to
- 3) higher-level assemblies that send delegates to still higher-level assemblies, and so on.

Friedmann believes that his model provides a "principal of organization capable of relating participant to command structures by connecting the corporate and policy-making components of the guidance system." An open information policy, a system of technically expert secretariats to aid assemblies, an experimental and learning approach to planning, and integrative leadership are hallmarks of the cellular structure. A guiding principle is that only whatever cannot be handled at a lower level is put before a higher level for decision; most guidance business is conducted, then, at low cellular levels in a context of close-interpersonal relationships -- which, of course, facilitate information flow.

Friedmann cautions that cellular structure is probably only appropriate for well-developed post-industrial societies. He notes, however, that it is not a new concept, having been put forth by Thomas Jefferson two centuries ago for what was then an agrarian social system.

58. Furniss, Norman. "Northern Ireland as a Case Study of Decentralization in Unitary States." World Politics, Vol. 27, 1975, 387-404.

After assessing the general factors that favor decentralization in the modern British unitary state, Furniss examines the case of Northern Ireland. It has had a decentralized structure--regional decision-making bodies--for several decades. The author offers several propositions: (a) Central congestion is relieved only to the extent that regional problems are unique. (b) The center is likely to view regional particularities as "regressive." (c) The center is likely to ignore, if possible, certain difficult regional problems. (d) Decentralization increases the number of political and administrative decision-makers. (e) Policies are influenced by elite pressure. (f) Regional planning suffers from a lack of expertise in the separate regional bodies. (g) Decentralized areas can secure equal welfare benefits, from the center if necessary. (h) Central subsidies bring tight expenditure controls. (i) Central financial control increases influence by non-economically oriented regional elites. Furniss concludes less than optimistically about decentralization and unitary states.

59. Georgoulas, Nikos. "Structure and Communication in a Development Agency in Tanzania." Paper presented to the Program of Eastern African Studies Seminar on "Rural Transformation in Eastern Africa" at the Maxwell School of Citizenship and Public Affairs, Syracuse University, Spring, 1967.

The author describes the relationship between governmental structure and communication among decision-makers first in reference to the Tanganyikan (now Tanzanian) system of government as a whole, and secondly in reference to the Village Settlement Agency (VSA). A major theme is that the post-colonial politicization of some of the Tanzanian bureaucratic machinery has resulted in a lack of communication between politicians and administrators much to the detriment of the administrative capacity of development agencies. Limited lines of communication have produced inconsistencies in political and administrative policies and objectives. This limited communications network can be attributed to an emphasis on the role of a single person acting as a broker between the two groups.

Georgoulas recommends a process of "negotiated administration" in order to facilitate communication in a one-party system such as Tanzania's. The aim should be to bring into contact at regular intervals the persons who are responsible for day-to-day policy implementation with those responsible for policy formulation and justification.

60. Greenwood, R. and C.R. Hinings. "Contingency Theories and Public Bureaucracies." In D.S. Pugh and C.R. Hinings, Organizational Structure: Extensions and Replications, the Aston Programme II (Westmead, England: Saxon House, 1967), 87-101.

The authors distinguish between government organizations and economic organizations in that the former are required to meet a set of contingencies that are different from those pressing against the latter. Whereas economic organizations "strive for performance measured ultimately in economic terms, governmental organizations have to balance the pressures for economy with pressures of a non-economic form that derive from the political framework within which government bureaucracies operate." Having made this distinction, the authors report a study in which they examined the importance of political factors, relative to that of size and technology, as predictors of bureaucratic form. By the latter term is meant "strategies of control," including standardization (use of formal rules and procedures), formalization (emphasis upon files and written communications), centralization of authority to take decisions, and professionalization (employment of specialists).

Four hypotheses are offered:

- 1) The larger an organization is, the greater will be the complexity of its structure in terms of (a) the division of labor, and (b) the employment of specialists.
- 2) The greater the complexity of an organization's structure, the more the organization's strategy of control will emphasize standardization and formalization rather than centralization.
- 3) The greater the extent of routineness or uniformity involved in the performance of an organizational task, the greater will be the emphasis on the use of rules, procedures and formal systems of communication, OR on centralization.
- 4) The greater the extent of political demands for non-embarrassment, the greater will be the emphasis upon controlling administrative activities and decisions by use of rules, procedures, formal systems of communication, AND centralization.

The authors operationally define all of their variables. Particularly interesting here is the measurement of centralization/decentralization of authority to take decisions: a scale of 49 items was constructed, each item taking the form or seeking information on the question, "What is the lowest level with authority to take action without formal reference to a super-ordinate on decision X?" The higher the level, the higher the centralization

score.

Data from 84 departments from a number of British county boroughs (social welfare, engineering services, financial services, etc.) evidenced strong support for Hypothesis 1, but only partial support for Hypothesis 2. Employment of experts (a measure of complexity) is significantly negatively associated with centralization and positively with standardization, but not with formalization. Division of labor (another measure of complexity) is significantly positively associated with standardization, but not with formalization or centralization. As for Hypothesis 3, centralization and standardization are not influenced by technology, but formalization and professionalism are. Finally, Hypothesis 4 was not supported: politically organized authorities nor authorities with electorally volatile environments (measures of political demands for no-embarrassment) are not significantly different from others in terms of centralization, standardization, formalization or professionalization.

61. Griffith, J.A.G. Central Departments and Local Authorities. Toronto: University of Toronto Press, 1966.

This book is a study of the working relationships between central government departments and local authorities in England and Wales over several major services: primary and secondary school building, highways, housing, planning, children's services, and health and welfare services.

62. Gupta, L.C. "Decentralized Implementation: Some Administrative Problems." Indian Journal of Public Administration, Vol. 11, 1965, 251-273.

The author discusses in this article the Panchayat Raj system of decentralization in India. The forces of decentralization, the forces of centralization at state and national levels, and the problems of decentralized implementation through Panchayat Samitis and Zila Parishads are all examined. Gupta gives special attention to the structure, functions and resources of these local institutions and to how they might be reorganized.

63. Hambor, John C., et al. "A Tax Revenue Forecasting Model for the State of Hawaii." Public Finance Quarterly, Vol. 2 (4), 1974, 432-450.

An econometric forecasting technique for tax revenues was successfully applied to Hawaii which has a relatively simple revenue structure. A thirty equation model determined excise, personal income, corporate income, and other state tax revenues. The model underpredicted 1969 revenues as a result of rapid growth in personal income. It is necessary to continually update the forecasting model with the most recent data.

64. Hazard, John N. "Governmental Developments in the U.S.S.R. Since Stalin." Annals of the American Society of Political and Social Science, Vol. 303, 1956, 11-22.

The author traces several government reorganization developments and criminal code relaxations during the years immediately following Stalin's death. The trend toward less centralized administration without, however, increasing popular participation, is described for several government organs and departments.

65. Heaphey, James J. (ed.). Spatial Dimensions of Development Administration. Durham, North Carolina: Duke University Press, 1971.

This book contains a series of papers presented and discussed at the Seminar on Spatial Aspects of Development Administration, held at the University of Pittsburgh Graduate School of Public and International Affairs in 1965. Every chapter is listed and several are summarized below:

James J. Heaphey, "Introduction," 3-31.

Heaphey introduces the topic of spatial administration by noting that in developing countries, for the most part, national boundaries have not been coincident with cultural and economic ones; and the task for these nations now is to foster economic development within a spatial consciousness. Decisions regarding spatial aspects of development are affected by a number of variables: the economic advantages and disadvantages found in various sub-national regions, demographic clusterings, the particular ideology under which the elites of a developing nation are operating, and others.

Among the strategies that have been employed in spatial administration and development are federalism, which has had little success in Africa and Asia; regionalization, which is difficult to plan and implement; the promotion of participation in development at local levels, which appears successful in Yugoslavia; and decentralization within government organizations, which depends for its success on value integration (an orientation to administration as purposeful activity involving numbers of persons with similar goals and methods) and/or professionalism (the notion that decisions should be made by persons technically expert in the matters involved).

Arguing for flexibility in any system of spatial development and administration, Heaphey identifies the need for "a model of an open system that has the potential for control when it is needed," a system which may be unobtainable in social systems.

Henry C. Hart, "The Village and Development Administration," 32-90.

Emmette Redford, "Centralized and Decentralized Political Impacts on a Developing Economy: Interpretations of American Experience," 91-131.

The author presents an historical analysis of the relationship of American political structure (a combination of centralized and decentralized governmental institutions and private entities -- all operating in a climate of pluralism and pragmatism) to economic development. Early in his discussion, Redford outlines four propositions: 1) centralized political decisions made possible a viable economy extending over a vast area and aggregating use of the resources therein; 2) spatial allocation of the power to govern made possible centralized and decentralized initiatives for the promotion of economic development; 3) economic development was facilitated by a variety of uncoordinated but pragmatic political responses by both centralized and decentralized governments; and 4) in the developed and mature industrial economy that has emerged, political decision-making has been greatly centralized to match the economic centralization that occurred earlier, but the decisions reflect functional and areal pluralisms that exist in the society.

In a concluding section, Redford outlines several factors of the American experience that might apply to or be of interest to developing nations, in spite of the many unique characteristics that might make the American experience non-generalizable. These factors are as follows: 1) economic development was enhanced through organization of the economy over a large geographical area, thus providing a large free market and free access to the variety of resources which exist within such an area; 2) America has benefited from the maintenance of numerous sources of initiative, governmental and private; 3) facilitative public activities (e.g., public support of transportation facilities) are important in development; and 4) empirically-based planning has for the most part benefited American development.

Jerry Hough, "The Prerequisites of Areal Deconcentration: The Soviet Experience," 132-175.

The author describes and tries to account for how the Soviet Union's administrative apparatus was able, during the early period of rapid industrialization, to establish areal deconcentration in spite of the formerly highly centralized and controlled atmosphere of the Stalinist era. He is specifically concerned with industrial decision-making in the post-Purge period. During this time, there existed sufficient mutual confidence among Soviet administrators to develop the willingness and ability of lower officials to violate regulations and rules when

deemed necessary. Some of the reasons for this build-up of confidence include the following: 1) the political security and ideological commitment to industrialization that administrators shared as a result of their membership in the Communist Party; 2) the party's educational policy, resulting in the preparation of large numbers of competent administrative personnel; 3) the development of extensive control machinery (e.g., statistical and accounting systems) that allowed supervised deconcentration; and 4) the existence of a coordinating prefect in the provincial party organs to regulate horizontal relationships among field agents of different functional hierarchies.

Generalizing from the Soviet experience, Hough suggests several possible psychological, educational and administrative prerequisites for effective areal deconcentration: 1) the establishment of a fairly common value system throughout the developmental administration; 2) the use of incentive systems with pay status, promotion and even retention of job dependent upon the fulfillment of output goals; and 3) the use of areal coordinators.

John C. Shearer, "Intra- and International Movements of High-Level Human Resources," 176-215.

Bertram M. Gross, "Space-Time and Postindustrial Society," 216-259.

66. Hicks, Ursula K. Development from Below: Local Government and Finance in Developing Countries of the Commonwealth. Oxford: Oxford University Press, 1961.

The author presents a rather comprehensive historical look at the development of local government in the ex-colonies of the British Commonwealth. Covering the period of time from early colonial days to the year in which this volume was published, Hicks emphasizes the development of local government as preparation for the inevitable independence that was to come to each of several countries: those in the West Indies, India, Ceylon, and those in West and East Africa.

Hicks devotes considerable attention to the problem of financing local government. A major point made is that local government that cannot generate revenues through taxation is destined to ineffectiveness and stagnation. Problems of current and capital accounts in local government budgets, types of taxation available to rural and urban localities, and grant relations between central and local authorities are given particular attention.

In a chapter devoted to relations between the central and local governments, Hicks discusses such linking institutions as the Ministry of Local Government, other Ministries that are concerned with local affairs (e.g., Treas-

sury, Agriculture) and the hierarchy of Indirect Rule (Provincial and District officers, and in many African countries). She focuses on three areas of contact between the central government and local authorities: the central government's responsibility to define the powers and duties of local governments, the central government's watchdog responsibility with regard to local government's execution of their duties, and the central government's advisory and supervisory role with regard to local government.

In two additional chapters, Hicks discusses the constructional, financial and administrative-organizational problems of urban local governments on the one hand, and the problems of levels, size of jurisdictional areas, and relations with other local institutions that obtain for rural local governments, on the other.

Despite the facts that much has changed in the developing countries since 1960 and that Hicks' examples are limited to those founded on the British model of central-local government, this volume is a useful comparative view of several early attempts to work out the problems that occur in developing local government of both varieties: self-governing and delegated from the center.

67. Hoselitz, Bert F. "Levels of Administrative Centralization in Economic Development." Indian Journal of Public Administration, Vol. 5, 1959, 56-69.

Systems of development planning can be distinguished by the degree of centralization in the political and economic spheres. This degree will vary within systems depending on the type and level of decisions being made. In a planned economy, the real degree of centralization is indicated by the way the agency is supposed to act in order to meet its imposed targets. The fact that India has a large, heterogeneous society and a large agricultural sector makes decentralized planning desirable. Horizontal planning, in which regulatory activity is broadly exercised, is common in developing nations; but vertical planning, in which regulation is limited to crucial areas, typifies developed nations.

68. Humes, Samuel and Eileen Martin. The Structure of Local Government: A Comparative Survey of 81 Countries. The Hague: International Union of Local Authorities, 1969.

Part I of this volume has as its purpose the description and comparison of the organization of local government in 81 countries. The principal organs making up the structure of local government are defined, their roles are compared, and their share in the management of local services are described. Most useful for the purposes of this bibliography are Chapter X, "Central Government Control;" Chapter XI, "Local Representative Government and

Executive Authority;" and Chapter XII, "Towards Responsible Local Representative Government;" pp. 177-223. In one section (pp. 180-183), the distinction between decentralized (devolved) and deconcentrated functions of government is made and elaborated.

Part II of this volume includes separate descriptions of each of the local governmental systems in the 81 countries

69. Hunter, Guy. The Administration of Agricultural Development: Lessons from India. London: Oxford University Press, 1970.

The author examines the Indian Agricultural Extension Service in terms of four main problems as outlined in his Introduction:

"There are four main subjects in this book. First, it concerns the coordination of administrative action by the government of a developing country in the provision of a complex service of information, technical help, investment, supply, credit, and marketing to peasant agriculture."

"Second, it concerns the changing pattern of relationships between services directly supplied by government and those which the private commercial sector and cooperatives of farmers can supply. These two subjects cover most of the straightforward comment on Extension as such."

"Third, it concerns the relation between administrative action and the effort which many governments are anxious to make to draw the rural community into participation in the development effort, perhaps to give responsibility for some part of it to elected local committees; perhaps also to see that there is a political as well as an administrative channel through which local needs can be expressed."

"These three problems are quite simply stated. But the fourth, which is both the most important and, I think, the most neglected, is more complex in itself and also deeply affects the first three. It is the double question of what type of effort can best be applied to a farming community at each of its changing stages of development, and, simultaneously, what type of organization, administrative, political, or private, can the developing society itself, in its own changing stages of growth, hope to apply effectively. Thus both the object and the tool are changing through time; and, further, both are intimately linked as parts of the same whole."

70. Hunter, Guy. Modernizing Peasant Societies: A Comparative Study in Asia and Africa. London: Oxford University Press, 1969.

In Chapter VIII, "Administration," Hunter outlines the development of administration over centuries in European history to dramatize the problems besetting developing Africa and Asia. The governments of developing nations have a two-fold problem: 1) they have had to face simultaneously almost all of the problems of administrative development which the developed countries tackled one by one over centuries; and 2) they are assuming the burden of complex regulation before the economic development which both necessitated and gave the finance and manpower to achieve such regulation.

Developing countries face serious administrative problems: 1) delegation of authority from central to local government is critical for rural development, yet the unresolved threat of regional and local separatism puts limits on such delegation; 2) traditional hierarchies that have outlived their usefulness must be replaced, but poor quality, kinship favoritism and corruption inhibit effective and fair administration at lower levels. A consequence of this second problem is an overload of administrative work at the top levels. Their situation can be improved through four main methods: increasing the staff, delegating to local government, decentralizing the work of the administration itself, or creating special agencies for special tasks. The most promising of these is the third, but decentralization is fraught with problems, too: 1) the central government's fear of regional disloyalties, 2) the weakening of central planning, and 3) the tendency for talent to stay at the center, in the capital.

Reemphasizing the critical importance of delegation for agricultural development, Hunter writes: "It is not only that effective agricultural policy must be essentially local policy, to fit as closely as possible the physical factors, the population density, the stage of modernization and attitudes reached locally. It is also that most really fruitful experiments, often capable of wider application, naturally emerge from local initiative -- naturally because they depend on the sensitive appreciation of local problems which only comes from immersion in them."

To facilitate delegation, central administration must be made more creative and flexible. Since almost all development projects are inter-departmental, rigid departmental divisions and rigid posting and grading systems must be relaxed to allow for the formation of project teams, staff-seconding, temporary job grading and team dissolution at project end. Coordination of technical experts must be accomplished without stifling initiative. There must also be some mechanism for the expression of needs

and suggestions by those administered.

Hunter describes in detail the Indian rural administrative system (from the State downward), the Panchayat system, which he feels is "probably the most complete and logical solution to the three main issues --delegation, co-ordination, and the involvement of local effort in both a political and a development sense"

71. Hurwicz, Leonid. "Conditions for Economic Efficiency of Centralized and Decentralized Structures," with comment by Joseph S. Berliner. In Gregory Grossman (ed.), Value and Plan: Economic Calculation and Organization in Eastern Europe (Berkeley: University of California Press, 1960), 162-183.

The author's objective is to develop a framework for a comparative appraisal, from the viewpoint of economic performance, of alternative forms of economic organization.

72. Ilchman, Warren F. and Norman Thomas Uphoff. The Political Economy of Change. Berkeley: University of California Press, 1971.

The authors touch on decentralization as a strategy for allocating authority, a limited resource in any political economy. How authority is allocated, the problem of competing sectors, the costs and benefits of decentralization for fiscal policy, and the role of local and regional government units in a political economy are briefly discussed.

In their chapter entitled, "Political and Administrative Infrastructure," Ilchman and Uphoff make a distinction between the two infrastructures: "political infrastructure is primarily used in the mobilization of support and resources for acquiring and maintaining authority; . . . its primary function is providing inputs for a regime's policy allocations. Administrative infrastructure, on the other hand, is necessary for the exercise of authority; it is responsible primarily for the implementation of policy allocations . . . for handling regime outputs." Among the institutions considered part of political and administrative infrastructure are local and regional government. If they involve the devolution of authority, they are primarily political infrastructure; if they involve the implementation of central government decisions, they are also administrative infrastructure. While there are costs as well as benefits to a central government that establishes local governmental institutions, and while the balance of these costs and benefits varies from situation to situation, it is the authors' contention that the experience of almost all nations demonstrates that local government reduces the overall cost of governing.

73. Ink, Dwight and Alan L. Dean. "A Concept of Decentralization." Public Administration Review, Vol. 30, 1970, 60-63

The authors briefly outline some principles for decentralization and major issues in decentralization, in light of a recent order of the President of the United States of America to decentralize federal programs. Viewing decentralization primarily as deconcentration or delegation (not as devolution), the authors suggest that the head of an agency, when delegating authority, must first be sure that policy is clearly enunciated; that procedural guidelines exist to assure consistent application of delegated functions; that field officials are qualified; and that machinery is provided for evaluation and audit.

The authors argue that decentralization does not mean loss of control; instead it forces the agency head to make sure he is well informed of what occurs below him. Management information systems will, therefore, play a critical role in any decentralized organization.

Major issues in decentralization include the necessity for effective policy and program planning; the need for interprogram coordination at the local level; and the importance of evaluation and reporting systems.

The authors conclude with a discussion of the constraints on the decentralization program promoted by the President.

74. Jambrek, Peter. "Socioeconomic Change and Political Development: Decision-Making in Sixteen Yugoslav Communes." In Terry Nichols Clark (ed.), Comparative Community Politics (New York: John Wiley and Sons, 1974), 163-178.

With reference to economic and social development, the socialist political/bureaucratic model has the following features: 1) the Communist Party is dominant in all sectors and on all levels of society; 2) power is concentrated in the executive branch; 3) the legislative bodies serve to legitimize and proclaim the decisions of the administration; 4) political organizations serve to mobilize the masses to perform tasks defined by the center; 5) local political systems are lower-level units of the national bureaucracy; and 6) all or most economic, educational, and cultural institutions are politically organized on a national basis. The author postulates that this socialist, or bureaucratic, model of political decision-making "precedes and subsequently promotes a self-governing model through encouraging social mobilization and economic development." After a certain level of development is achieved, however, the model loses its utility, and the newly created socioeconomic conditions and more democratic order require a turn to a more self-governing model. Two specific hypotheses about Yugoslav communes are offered

and tested: 1) the higher the influence of bureaucratic actors, the higher the rate of a commune's socioeconomic growth; and 2) the higher the level of a commune's socioeconomic development, the smaller the influence of bureaucratic actors and the greater the influence of self-governing actors.

These hypotheses were tested in a comparison of sixteen Yugoslav communes. Four sets of variables were employed: socioeconomic development of each commune, the interdependence between the state and local political systems, patterns of community decision-making, and types of actors (bureaucratic and self-governing). Data came from several sources, including surveys of local leaders' attitudes.

The author reports that state government was found to be the single most influential actor in Yugoslav local politics, but that the amount of this control varies from commune to commune. He presents ten more specific hypotheses that were tested and their status upon analysis of the correlational data:

- 1) The greater the state influence on the commune, the lower its level of socioeconomic development--accepted.
- 2) The greater the state influence, the higher a commune's rate of economic growth--accepted.
- 3) The higher the commune's level of socioeconomic development, the lower the desired state influence on the commune, as reported by local leaders--accepted.
- 4) The greater the actual and desired state influence, the greater the influence of bureaucratic local actors and the lower the influence of self-governing local actors--accepted.
- 5) The higher a commune's development, the greater the potential influence of its leadership on national decision-making--accepted.
- 6) The higher the commune's development, the less the influence of bureaucratic decision-makers--accepted.
- 7) The more influential bureaucratic decision-makers in a commune, the higher the rate of its socioeconomic growth--rejected.
- 8) The more socioeconomically developed a commune, the greater the influence of self-governing decision-makers--rejected.
- 9) The higher a commune's rate of growth, the smaller the influence of self-governing decision-makers--accepted.
- 10) The greater the centralization of a commune's decision-making structure, the higher the level and rate of its socioeconomic growth--for level, accepted; for rate, rejected.

75. Katz, Saul M. Guide to Modernizing Administration for National Development (Monograph prepared for an Inter-American workshop on Development Administration held by the Organization of American States in Buenos Aires, November 1965). Pittsburgh: Graduate School of Public and International Affairs, University of Pittsburgh, 1965.

After a brief introduction to the development problem (Chapter I), Katz offers in the second chapter of this short monograph (60 pages) several questions (and brief discussions of how these questions might be answered) that central governments interested in administrative modernization should be asking themselves about their technical needs. Operating from a systems analysis perspective, he divides the discussion into five major input areas: manpower and personnel, national finance and government budgeting, the physical movement of supplies and information, national participation and government mobilization, and legitimate power and government enforcement.

In Chapter III, Katz poses several questions to guide the establishment and maintenance of national guidance and operating organizations, and of coordinate organizations such as other non-central governmental bodies and private organizations. In his discussion of non-central, "other" government jurisdictions (an area of special relevance to the decentralization focus in this bibliography), Katz asks the following questions:

- Are there organizational arrangements for associating government units having varying degrees of autonomy with the national development effort?
- What organizational arrangements are there for coordinating and obtaining cooperation from "other" government units?
- Are there staffs or individuals to perform planning functions for each government unit and relate its work to national and sectoral planning?
- Are there staffs or individuals to strengthen administration and training in "other" government units?
- Are these "other" government units organized to stimulate citizen participation in plan formulation and implementation?

In the final chapter on strategy for administrative modernization, Katz emphasizes that no one model can be offered to satisfy the diversity of needs in developing nations. He does offer, though, several general principles to guide formulation of a national strategy. A first area of concern is with political commitment to development and political stability. A second is with a comprehensive framework in which strategy is devised.

The five inputs discussed above, effective organizations, the execution of the four functions of administration at all levels (making decisions, programming them, communicating them and receiving feedback, and controlling performances)--all are elements in this comprehensive framework. Four decision rules complete the framework: 1) the desirable or effective course of action is the one that achieves, or most nearly does, the target; 2) the efficient course of action is the one that minimizes the amount of input necessary to produce the given target output; 3) the courses of action must be feasible; and 4) targets and selected courses of action must be consistent with other courses of action.

A third set of principles offered by Katz involves how to overcome difficulties that knowledge gaps, resource limitations and environmental limitations place on a comprehensive strategy. The use of successive steps (including in one stage of action provisions for increasing knowledge and resources so as to improve action in later stages) and of priorities for selecting actions (operational urgency, probable returns, degree of resistance, and longer-run importance) are suggested.

Finally, Katz argues for an institution-building approach in an administrative-development strategy.

76. Kent, A.W. Report on the Services to be Administered by Local Authorities in Tanganyika and the Consequential Financial Arrangement. Dar es Salaam: The Government Printer, 1962

The author recommends that a balance be struck between local autonomy and central interference, such that local governments be considered as a sphere of government with some autonomy. Communication between the two levels is essential. In dividing responsibilities between the two levels, three factors are important: the needs of the people, the ability of local authorities to raise sufficient finance and the adequacy of skilled staff. The division of service responsibility between local and central government will vary from country to country and from time to time within a given country; Kent, however, does attempt a rough division of services into national, semi-national and local services.

National services include general control of commerce, industry and agriculture, higher education, the national system of communications, postal services, broadcasting, the judiciary, prisons, and geological survey. Semi-national services include those where central government needs to enforce minimum standards, but where local administration is beneficial, e.g., education, hospitals, dispensaries and health centers, maternity and child welfare, control of infectious diseases, and district roads. Local services include street cleaning, refuse disposal,

sanitation, car parking, local streets, storm water drainage, parks, cemeteries, fire services, local ferries, water supplies for a local authority's area, social services, and markets.

Kent proposes government restructuring for Tanganyika (now Tanzania) and he sets out several recommendations for financial arrangements.

77. Khan, Iltija H. "Consequences of Democratic Decentralization in India." Canadian Journal of Public Administration, Vol. 10, 1967, 181-196.

The political ramifications of the program of Panchayat Raj are discussed.

78. Kochen, Manfred and Karl W. Deutsch. "Toward a Rational Theory of Decentralization: Some Implications of a Mathematical Approach." American Political Science Review, Vol. 63, 1969, 734-749.

The authors offer a mathematical model, which is admittedly only a first step, for the assessment of centralization in a rational administrative-organizational system. Focusing on the power-communication relationship, they look at the decentralization problem in terms of the logistics of moving information, people, things, etc., among points in a system. Logistic types of organization are classified along input and output dimensions as to whether they involve the movement and storage of information or of matter (material objects and/or humans). Kochen and Deutsch argue that there is a significant difference between the two classes of objects, since information can be transmitted much faster than can matter. A simplified model to illustrate this point is offered.

In a discussion of optimal decentralization levels, the authors note that, while decentralization may decline as capital costs and/or delivery speeds increase, it may increase again at high levels of capital cost and delivery speeds, if the load of service requests and the costs of delivery have risen faster.

The model offered here suggests that a higher degree of decentralization (i.e., a greater number of multiple service facilities) becomes rational with an increase in the volume of services demanded, an increase in the value placed on time, and an increase in those portions of service costs that are related to time and/or distance. As fixed capital costs decrease and as acceptable margins of performance error decrease, the optimal degree of decentralization increases.

79. Koteen, Jack. "Key Problems in Development Administration." In K.J. Rothwell (ed.), Administrative Issues in Developing Economics (Lexington, Massachusetts: Lexington Books, 1972), 47-67.

The author discusses four major problem areas in development administration: 1) the shortage of qualified managerial manpower, especially in key sectors and at the local level; 2) the need for improvement of key development institutions; 3) the inadequacy of project management--planning, implementation, control and feedback; and 4) the lack of capacity of local government and field units of the central government in delivering technology and services and in mobilizing development enterprise.

As for the fourth problem area, deficiencies in the current situation include a low priority for local development in LDC governments, weak national institutions for local development, lack of financial capacity at the local level, lack of planning capacity at regional levels, lack of managerial capacity, absence of partnership between central and local authorities, and low level of popular participation.

The author writes from the institution-building perspective of development (e.g., see Eaton).

80. Kristol, Irving. "Decentralization for What?" The Public Interest, No. 11, Spring 1968, 17-25.

The author briefly reviews the recent development of the American idea and the ideology of decentralization. He criticizes such programs as the Model Cities Program and particularly the New York City decentralization of education as polarizing and intensifying latent racial and political conflicts to the detriment of quality services, rather than as contributing to better services through increased efficiency.

A major point made by Kristol is that decentralization is one thing, while democracy is another. Decentralization can increase efficiency and quality of services when it involves responsible delegation of authority, not the irresponsible exercise of democracy founded on radical ideology. He writes, ". . . decentralization, if it is to work, must create stronger local authorities, not weaker ones. Effective decentralization does not diffuse authority; it takes the power that is diffused throughout a large bureaucracy and concentrates it into new nuclei of authority."

In considering whether to decentralize this or that service, bureaucracy reformers must ask to what extent such decentralization can be accomplished without "fractioning . . . [a] heterogeneous political community." The author concludes with the suggestion that big bureaucracy, given

the state of American political and racial circumstances, may not be so bad as it seems, since they appear to play a crucial role in integrating many middle-class Negroes into American society. At any rate, decentralization is not necessarily the best response to bureaucratic problems at this time.

81. Lavrikow, Juris. "New Forms of Management and Financing of the Municipal Economy of Leningrad." Public Finance, Vol. 27 (2), 1972, 227-229.

The problems of regional management are particularly complicated in a diversified country such as Russia. To improve the current practice in the planning agency, the methodology of multivariant and optimum planning based on input-output balance has been elaborated which can raise the effectiveness of economic processes on the scale of a big city like Leningrad.

82. Lee, Eugene C. Local Taxation in Tanganyika. Berkeley: University of California, 1965.

Economic development requires revenue, and the primary instrument for the transfer of funds, according to Lee, is internal taxation. But tax policies must be wise and equitable or they will subvert the very development for which they are designed. The book: 1) examines the setting for taxation such as cash earnings and governmental structure; 2) overviews central and local government revenue; and 3) points out some critical issues and alternatives. But central to the examination is taxation at the local level, for only at the district and town level does the bulk of the population pay direct taxes.

83. Leemans, A.F. Changing Patterns of Local Government. The Hague: International Union of Local Authorities, 1970.

The author summarizes the purpose and contents of his book as follows:

"The purpose of this book is to analyze the entire problem of reform of local government and administration. As the book is primarily intended for practitioners in local and central government, emphasis has been placed on comparative analysis and problem solving. However, an attempt has been made to give just consideration to the background of reform efforts and to provide some theoretical framework for reform policies. The study touches on all phases of policy making for the reform of local government. The objectives of decentralization form the starting point (Chapter I), leading to a study of the environment as providing the forces which impede or encourage changes in the decentralization system (Chapter II). Both objectives and environment can be projected as specific factors which influence reform policies (Chapter III)."

"The overall structure forms the major issue in any reform efforts, either as providing an acceptable general framework or as needing fundamental change. An analysis of local government and administration patterns (Chapter IV) induces understanding of likely and possibly desirable directions of these efforts. Both Eastern European and developing nations have tended to resort to overall structural reforms."

"Amalgamation (Chapter V) and cooperation (Chapter VI) have been the main instruments used thus far in Western Europe and North America. Although cooperation is little practiced in developing nations, amalgamation (or redivision of areas) is used to a much greater degree. Both subjects will be analyzed not so much on a typological basis as on the major issues involved."

"The book concludes with suggestions regarding local government reform in general, the process of change, and the three major foci of reform: overall structure, amalgamation, and cooperation; brief attention is also given to popular participation and representation (Chapter VII)."

It might be added that Leemans pays special attention to differences between developing and developed nations that have a bearing on local government reform. Most importantly, he notes that while amalgamation and cooperation are popular approaches in developed nations, the trend toward decentralization is evident in developing nations.

- o4. Legge, J.D. Central Authority and Regional Autonomy in Indonesia: A Study in Local Administration, 1950-1960. Ithaca, New York: Cornell University Press, 1961.

The author presents a case history of the post-independent Indonesian Republic's attempt to devise a system of local government that would satisfy local consciousness yet counteract tendencies toward regional separatism. The ten chapters of this book include those on areas and units, powers of local units, and finance.

- o5. Lehme, Richard. "Benefits in State-National Relations." Publius, Vol. 2 (2), 1972, 75-93.

The author examines certain aspects of the traditional concept of federalism and the relations of these elements to contemporary cooperative federalism. Lehme contends that both the dual and cooperative concepts are narrowly constructed on the autonomy dimension of state-national relations. He isolates fiscal benefits and policy preferences, advocates a more explicit conceptualization of state-national relations, and illustrates the profitability of this position by an interest group formulation.

86. Lele, Uta. The Design of Rural Development: Lessons from Africa. Baltimore: The Johns Hopkins University Press, 1975.

In Chapter IX, "Forms of Rural Development Administration 2: Nationally Planned Programs," the author discusses the decentralization issue in reference to rural development programs in Kenya and Tanzania. National planning must reconcile two apparently conflicting, but basically interdependent goals: 1) the decentralization of administration that will allow consideration of local potential and constraints and that will channel the rural people's energy and talent into development; and 2) the centralization that allows control to promote integration, regional specialization and outside stimulus. The trend has been toward more centralization and resultant "planning without implementation" nationally, and "implementation without planning" locally.

Kenya's response to this situation was the Special Rural Development Program (SRDP), designed to increase inter-ministerial cooperation and to effect more realistic divisional planning. Problems of coordination among ministries still occurred during the program; as well, there was inadequate coordination between civil servants and researchers, between the central and local bureaucracy, between government and the rural people, and between Kenyan and donor agency authorities.

Similar problems in Kenya's recent attempt to deconcentrate its bureaucracy lead the author to argue for less emphasis on structural changes within the rural development administration and for more on improving the procedures followed in program planning and implementation:

"Proper procedures have to include consultation with rural residents, careful identification of local needs and constraints, intelligent application of appropriate technical and institutional criteria, and a feedback mechanism to assess progress and to remove obstacles in the way of its realization. The successful institution of such procedures is, however, frequently blocked by bureaucratic inertia and political pressures that result in following or abandoning certain programs, irrespective of their intrinsic merit."

In Tanzania, the government decentralized the administration of its rural development program ("ujamaa") in 1972 in order to alleviate problems caused by inappropriate structure and procedures. While some administrative devolution has occurred, farmer participation in planning has actually been decreased, due to the strengthening of the political party's control over decision-making. This was done to insure that African socialism not be sidetracked by those farmers who prefer individual entrepreneurship. The author expresses concern for three aspects

of Tanzania's decentralization effort: 1) Is there real grass-roots participation, especially among those farmers opposed to ujamaa? 2) Is bottom-up planning and implementation efficient? and 3) Will the reorganization be able to overcome the tendency toward concentrated allocation of resources?

87. Levy, Frank and Edwin M. Truman. "Toward a Rational Theory of Decentralization: Another View." American Political Science Review, Vol. 65, 1971, 172-179.

The authors contrast the economic view of decentralization (especially that of Kochen and Deutsch, included in this bibliography) with their own political one. While the economic view values decentralization inasmuch as it can reduce the cost of producing a given set of goods, the political view values it to the extent it can promote greater diversity of government services or more opportunities for citizens to influence government decisions. Two respective models are described, with the intent of exposing the economic model's inability to render understandable such political controversies as school decentralization.

The economic organization differs from the government one in that the former has: organization-client agreement on the items to be produced; primarily high density numerical information, which is relatively inexpensive to transmit; and relatively easy to evaluate in terms of whether performance objectives have been met.

The authors conclude that there are other factors besides cost considerations that operate in government decentralization issues: the necessity to maintain the government's political support; the need for real income redistribution through the production and distribution of government goods, the need for tax support from well-to-do citizens. All these factors may help explain why the degree of decentralization observed may differ from what an economic model suggests should exist.

A final prediction is made that as more and more of the poorer people who have recently been demanding decentralization enter the middle class, the less will be the demand, since middle class people tend to leave administration to the professionals.

88. Lundquist, L. Means and Goals of Political Decentralization. Lund, Sweden: Studentlitteratur, 1972.

Lundquist offers a theoretical analysis of decentralization policy in the Swedish context. The volume does not appear particularly useful to a decentralization for development approach.

89. Luttrell, William L. "Location Planning and Regional Development in Tanzania." In Uchumi Editorial Board, Towards Socialist Planning (Dar es Salaam: Tanzania Publishing House, 1974), 119-148.

After a recounting of the colonial and post-colonial experience with regional planning and development in Tanzania, the author describes recent efforts (1970-1972) to establish decentralized regional development. He outlines particularly the following plans: to allocate 40 percent of the Central Government budget to the 18 regions for their own disposition; to appoint a Regional Development Director for each Region--all civil servants in the Region will be responsible to him and not to the Central Ministries as before; and to dissolve the popularly elected District Councils as local governments and to make them into District Development Councils.

Among elements in Tanzania's new regional strategy are the following: the establishment of the 18 Regions, the decision to ensure equality to basic welfare services in all Regions and to apply uniform cost-benefit criteria to other projects and programs, the selection of ten urban/industrial "growth poles," an emphasis on democratic planning based in local cooperatives, and a distinction between the role of the Regions in their planning for within-Region development and the role of the central government in inter-Regional development planning.

The author discusses means by which Tanzania can better institute the planned reforms, specifically, a regional input-output analysis approach. He also emphasizes that mechanisms for the securing and communicating of information within Regions, between Regions, and between the Central Government and Regions are essential. The ujamaa villages are viewed as important elements in the procurement of vital agricultural information and in agricultural experimentation. Luttrell writes, ". . . [F]or the development potential of ujamaa to be fully realized, strong democratic planning links between the cooperative producers, and agricultural planners at the Region and the Center--links which operate both upwards and downwards--are essential."

Another of the author's concerns is that the elected District Development Councils (which formerly held local governmental authority) do not become mere rubber stamps for the plans worked out by regional and district Central Government authorities. He views the political party (TANU) as potentially very influential in ensuring that the peasants and workers maintain considerable representative influence. It can insist upon open and iterative planning exchanges between the civil service and the Councils and upon overt Party participation in both groups. Finally, the author notes the critical need for links between ujamaa villages and cooperative producers, on the one hand, and the District planning teams, on the other.

90. Lutz, Edward A. "The Public Service State and Local Self-Rule." Philippine Journal of Public Administration, Vol. 3, 1959, 75-85.

The Philippine system is described as a highly centralized public service state. One of its serious problems has been the government's inability to collect enough taxes to support the system; as a result, agencies do not have the wherewithal to make broad impact. Another problem is the bureaucracy's unmet need for competent and dedicated personnel. Large-scale organization is hampered by several socio-cultural factors including strong family ties, limited education, poor transportation and communication, elitism, a non-scientific approach, reluctance to live in the provinces, job insecurity, and overdependence on the government. Delegating responsibility to the barrios as local government units is one promising alternative to the current situation.

91. Luykx, Nicholaas. "Rural Government in the Strategy of Agricultural Development." In John D. Montgomery and William J. Siffin (eds.), Approaches to Development: Politics, Administration and Change (New York: McGraw-Hill, 1966), 113-131.

Luykx's paper is divided into three sections: 1) a definition of "rural government;" 2) a discussion of problems that arise in the field administration of agricultural development programs; and 3) an outline of the changing relationships within rural government as development progresses.

92. Macmahon, Arthur W. Delegation and Autonomy. Bombay: Asia Publishing House, 1961.

The major theme of Macmahon's book is that centralization and decentralization can be made to work as complementary principles under an integrated administrative structure. He discusses the major decentralization issues of function vs. area as bases of division and synthesis, and of administrative vs. technical lines of supervision. Examples of conflicts between autonomy and administrative integration are drawn from the field of economic regulation.

93. Maddick, Henry. "Decentralization in the Sudan--II." Journal of Local Administration Overseas, Vol. 1, 1962, 75-83.

Province Councils, established in the Sudan in 1960, are described and their value is assessed in terms of efficiency, popular participation and control. A key innovation involves separating executive and policy-making legislative arms at the provincial level. The powers and functions of these two arms are described and the implications for effective government are considered.

94. Maddick, Henry. Democracy, Decentralization and Development.
Bombay: Asia Publishing House, 1963.

According to the author, the purpose of his book is "to suggest the ways in which decentralization--both the deconcentration of administration and devolution of government--can aid development by relieving the central administration, and by building or strengthening communities outside the great cities, and to discuss how, to what extent and in what way this can be done." He assumes that there is a will to develop, that "government" refers to that of a unitary state (in the federal case, it refers to a state within the federation), that the government is secure and relatively effective (able to rule), and that the administration is "symmetric" (that is, a streamlined system: from local administration to the large area of province and region and from these to the central government department, and from minister to council of ministers or the executive). The author cautions that his ideas must be adapted to specific situations which will differ widely, especially as some nations are more developed than others.

The central government is likely to retain certain "traditional" functions which have always been the special responsibilities of the center: law and order, unity of the state, military control and defense, supply and transport, communications and coinage, tariffs and fiscal policy. In general, "the central government seldom shares with lower levels policy determination; nor is it inclined to vest discretion in these matters in the deconcentrated organizations which may be set up. Among newer social and economic responsibilities, the central government should be responsible for the following: 1) fixing broad priorities between different sections of policy and between different parts of the country; 2) allocating scarce resources in accordance with these priorities; 3) planning the speed and method of implementation; 4) planning the speed and method of industrial development; 5) providing, where necessary, supporting services or enabling field agencies and local authorities to do this; 6) providing, where necessary for the execution of the plan; 7) issuing appropriate policy statements from ministers; 8) making central ministries "the power houses" which energize each particular function or service; 9) inspiring and giving guidance to the decentralized agencies; 10) training technical and administrative personnel for all field units and for local government; 11) carrying out research and circulating information for use by decentralized units, and providing technical advice; 12) supervising standards of decentralized units; and 13) concentrating scarce skills. As for the traditional functions mentioned above, decentralization will be required for their administration on a local level,

but discretionary power will probably remain at the center. For the personal and social services, however, not only should administration be decentralized, but also a great deal of discretionary power will have to be exercised at the local level.

Many factors influence the decision to decentralize and how much: central government's confidence in its stability, staff and resources available, degree to which the services vary with situations, political considerations, the demand for various services, the optimum size of units for the services.

In his third chapter, Maddick outlines the advantages of both deconcentration and devolution. As for the first, advantages include: 1) the provision of services where they are needed; 2) close contacts with local areas to improve planning; 3) economy in men and other resources; 4) increased exchange of information between rural areas and headquarters; 5) the intimacy with people that is required for real change; 6) protection of rural inhabitants and aid in emergencies; 7) maintenance of infrastructure capital works; and 8) the development of a local government system. The advantages of devolution are the spread of political maturity and responsibility which are required for development, support for the central government by people who really adopt its program as their own, and increased political accountability, among others.

The remaining chapters deal with the requirements of efficient structure and administration in decentralized systems. In his preface, the author summarized these chapters as follows:

"The first of these examines the special requirements of a system of deconcentrated administration, with particular reference to the needs arising from the development programme. The next two chapters are concerned with local authorities, Chapter 5 dealing with questions relating to the general system of local government--units, areas, functions and finance, and the relationship with the central government. Matters more concerned with the operations of particular authorities--councils, staffs, and organization--are discussed in Chapter 6. The next chapter emphasizes that this structure will only operate reasonably well if it is seen as a matter for co-operation and partnership. Some important aspects of this are examined."

"The degree of applicability of this structure to countries generally is discussed in Chapter 8, particular attention being paid to Latin America. This chapter also brings together the short, medium and long-term objectives and the methods of attaining these; and ends by stressing the importance of the administrative elite in the earlier periods, and of popular participation and control in the

long run."

This volume is one of the most comprehensive treatments of the practical problems of decentralized administration and government in the literature.

95. Maddick, R. "Some Effects of Technical Innovations on the Relationship between Central and Local Authorities." International Social Science Journal, Vol. 12, 1960, 385-393.

Neither total decentralization (for local autonomy) nor total centralization (for efficiency and equality) is the means to good government. Cooperation of the center and the localities is the best approach. Among technological developments that influence administration and the relative balance between central and local government is the advance in communications, making for increased central supervision and, therefore, delegation. This development, plus the growing requirement for technical expertise puts a strain on local personnel resources. Another development, the growth of planning, requires specialized expertise, central-local coordination, and balanced budgeting. With the development of the mass media, the people's notion of what is national and what is local can be easily influenced through program broadcasting.

96. Marschak, Thomas A. "Centralized Versus Decentralized Resource Allocation: The Yugoslav 'Laboratory'." Quarterly Journal of Economics, Vol. 82, 1968, 561-587.

Marschak compares economic centralization and decentralization in Yugoslavia, a nation that has changed from the former to the latter over the past twenty years. He is particularly interested in whether the incentive, information, and computation advantages attributed to decentralized resource allocation can be empirically demonstrated.

After brief descriptions of the two periods of Yugoslav economic history, the author demonstrates how difficult it is to make a comparison between the two mechanisms of resource allocation. He finally writes, "At the best it might be agreed that the Yugoslav experience helps to make less likely the incorrect ranking of two resource allocation mechanisms: it makes a commitment to some sort of 'decentralized' path appear a better bet than a commitment to more and better centralization."

97. Marshall, A.H. Financial Management in Local Government. London: George Allan and Unwin, Ltd., 1974.

Financial management has no independent purpose of its own; it exists to serve. To devise and operate a financial system, a local authority will need a finance officer. The finance officer must bring outlook and an appropriately wide practical training.

98. Mawhood, Philip. "Decentralization for Development--A Lost Cause?" In F.C. Bruhns; J. Wiatr; and F. Cazzola (eds.), Local Politics, Development, and Participation (Pittsburgh: University Center for International Studies, University of Pittsburgh, 1974), 231-236.

Mawhood notes that precious little has been written about government decentralization, especially in developing countries. The model most often found in the underdeveloped world is one of highly centralized government planning. But this model has failed to bring about the economic and social development desired, mainly because it lacks what Mawhood calls "governing capacity"--the ability of government to influence people's action and implement the changes it decides upon.

Governments should set up bargaining machinery to make political bargains with (not merely to consult with) local institutions. The central government wants development; the local institutions want certain resources--a bargain is made.

Decentralization should become the norm at the institutional level. Important factors in the occurrence of rural development under strong local government are the following: truly representative decision-makers; resources to be allocated that are substantial enough to create political interest in the work; a reasonably efficient local executive; rewards and careers for local personnel that are comparable to those of national public servants and strong supervision from the center to support efficiency and resist corruption, but not to make actual policy decisions.

Mawhood suggests four ways in which scholars can study decentralized government: in terms of the financial resources and expenditures of local government; the number and qualification of its executive manpower; the allocating process; and decentralized government's structure of communications.

Finally, local government is viewed as sharing decisions with central government in a decentralized system: the local body makes a real political allocation, but within the framework of a larger allocation of powers from the central government.

99. Maxwell, James A. and J. Richard Aronson. Financing State and Local Governments. Washington, D.C.: The Brookings Institution, 1977.

Since the end of World War II, state and local expenditures and revenues have expanded remarkably. Perhaps the most dramatic changes have occurred in the fiscal relations among the three levels of government. Federal grants-in-aid to state and local governments increased 3000% during the period of 1949-1976. Not only the

amount of such grants increased very substantially but their structure has been changed too.

The authors reflect these trends and recent developments. They summarize current theories of the incidence of the major state and local taxes such as individual income tax, sales tax, property tax, etc.: assess the capacity of state and local governments to carry their debt burdens; discuss new devices such as property tax "circuit breakers" and state and local retirement systems; and examine intergovernmental transfers.

100. Mayer, Adrian C. "An Indian Community Development Block Revisited." Pacific Affairs, Vol. 30, 1957, 35-46.

The author narrates the remarkable progress, in attitude and accomplishment, that he found upon a second visit to a central Indian development block. An important factor in this progress has been the quality of local leadership exercised crucial in such a program in which much depends on people's attitudes and motivation. Mayer explores the role of local leaders in development efforts, noting problems and successes in the block he visited.

101. Millikan, Max F. (Chairman); Lucian W. Pye (Co-Chairman); and David Haggood (ed.). The Role of Popular Participation in Development: Report of a Conference on the Implementation of Title IX of the Foreign Assistance Act. Cambridge, Massachusetts: Center for International Studies, Massachusetts Institute of Technology, 1968.

In Chapter 4, "Implementing Title IX: AID Instruments," the authors discuss decentralization for development and citizen participation purposes. They caution against overloading local leadership and creating local requirements that can actually stifle local initiative. Hence, decentralization requires "a continually changing balance between ministerial readiness and local capabilities." Moreover, the mere existence of local government units and institutions does not guarantee that they are appropriate for the new tasks assigned through decentralization.

A decision to decentralize administration in national ministries requires some positive replies to these questions: 1) Does decentralization strengthen local units in a form compatible with longer-term goals of national and local government? 2) Does decentralization actually increase the capabilities of local government and encourage local participation? 3) Do the local subdivisions promise to increase local skills in the administration and to increase readiness to assume more functions as successes occur? and 4) Does the decentralization

program include a continuing buildup of local activity and authority that will neither stifle local action in early phases nor inhibit local initiative later?

102. Moak, Lennox L. and Albert M. Hillhouse. Concepts and Practices in Local Government Finance. Chicago: Municipal Finance Officers Association of the United States and Canada, 1975.

This book covers the environment of local government, the various local finance policies (such as tax policy and debt policy), insights with managerial application, and guidelines to activities. The book can be divided into four parts.

The first three chapters provide an introduction to the part played by finance in local government. Chapters four, five, and six deal with the workings of the budgetary process. Chapters seven to fifteen offer a survey of the major revenue sources of local governments such as taxes and borrowing. The last five chapters are devoted to the development of an effective, practical, and logical approach to local financial administration.

103. Mollet, A. ("Community Development and Regional Implementation of the Plan in Madagascar") "Animation rurale et execution regionale du plan a Madagascar." International Review of Community Development, Vol. 19/20, 1968, 231-250.

The various bodies created to help the implementation of the National Development Plan in Madagascar are described with particular emphasis on the Rural Development Council which functions at the village level. It has been conceived as a channel for a two-way traffic of information: information towards the rural population about the objectives of the Plan, and information towards the authorities about the aspirations and needs of the rural population. It is still too early to analyze the aspirations and needs of the rural population and to judge the effectiveness of the Rural Development Councils. Some problems of the initial period are discussed (Rondinelli and Palia, 1976).

104. Montgomery, John D. "Allocation of Authority in Land Reform Programs: A Comparative Study of Administrative Processes and Outputs." Administrative Science Quarterly, Vol. 17, 1972, 62-75.

The outcome of land reform programs is strongly affected by administrative arrangements for their implementation. In a study of twenty-five countries, arrangements for devolving administrative functions to local noncareer officials produced significantly better results for

peasant welfare than arrangements using professional administrators, whether in a centralized or a decentralized bureaucratic system. These programs had more effect on peasant income than programs of agrarian reform providing technical assistance and the extension of credit. The study controls other factors which might explain these outcomes, and concludes that the choice of administrative arrangements, including the use of devolved forms, is open--or at least not determined by known political, social, or economic forces. These findings have implications for policy and further research (Author's abstract).

105. Montgomery, John D. Technology and Civic Life: Making and Implementing Development Decisions. Cambridge, Massachusetts: The MIT Press, 1974.

In the sixth chapter of this book, "Decisions", Montgomery suggests that there are three analytical "orders" or levels of decisions involved in applying technology to social purposes: 1) those which define and develop programs for the purpose of benefiting identified elements of society; 2) those that identify the administrative organizations or combinations of institutions to serve as modernizer and change agent; and 3) those that prescribe the incentive systems by which administrators are to elicit modernizing responses from citizens participating in the system.

In his discussion of the second level of decisions, Montgomery asks the basic question: "Which agency should receive the assignment to implement a new program?" Efficiency in carrying out assigned tasks, procedural effectiveness and institutional stability are the traditional measuring posts of scientific public administration, but none of these sheds light specifically on the capacity of administrative institutions to introduce large-scale social change. Another feature must be assessed: opportunity-generating capacity--the ability of administrative agency personnel, through their own commitment of time, innovative energy and morale, to gain voluntary citizen commitment to modernization goals and objectives.

Incentive systems are not enough to elicit desirable behavior on the part of administrators; a set of reinforcing or "peer group" norms centered on adaptive and creative behavior is the best means. "Organizations that can encourage employees to participate in norm or standard setting can take advantage of their professional knowledge and experience in areas of activity not directly known to the higher levels of administrative policy makers . . . lower-echelon administrators can be

encouraged to experiment with various means of accommodating local needs within a framework of national purpose without infringing on the prerogatives of higher administrators. Such a division of responsibility for goal setting not only would tend to draw individual and institutional purposes closer together but would also contribute to employee satisfaction."

In choosing the agencies best qualified to undertake developmental functions, then, authority allocators need to look at comparative ability of different agencies to perform mobilizing functions. Such agencies might even be non-bureaucratic ones, such as public industrial enterprises and farmers' cooperatives.

Montgomery's major hypothesis here is that the behavior of individual members of bureaucratic and intermediary institutions is an indicator of their potential influence as change agents. Three corollaries are offered: 1) civil servants' willingness to abandon traditional standards in order to accept new ways of performing tasks encourages client-groups and third parties to engage in similar behavior; 2) governments elicit investment behavior and other commitments to programs of modernization more readily through organizations that encourage similar behavior from their own employees than through organizations that do not. The organizational styles capable of eliciting such modernizing behavior tend to be decentralized; they permit standards-applying decisions to be made at levels where employees are personally knowledgeable about the relevant local circumstances, and where contacts with client groups are most frequent. Organizations in which communications flow upward and laterally as well as downward are, in turn, most likely to be capable of such decentralization; 3) governments can encourage the use of official processes to resolve conflicts of interest more readily by subjecting their own personnel and institutions to procedures similar to those faced by the public than by authorizing preferential exceptions for public agencies and intermediary enterprises.

106. Montgomery, John D. and Milton J. Esman. "Popular Participation in Development Administration." Journal of Comparative Administration, Vol. 3, 1971-72, 358-383.

Participation (i.e., that of the poor and deprived in exerting influence on administrative behavior and on the outputs of official action) can contribute to the effectiveness, efficiency, equity and stability of development programs in two ways: 1) by supplying information useful to the administrator in program design, implementation, and modification; and 2) by increasing the incentives to client groups to cooperate with the

administrator's efforts in which they themselves have participated.

Given that an administrator is committed to popular participation, there are at least six dimensions of participation about which choices can be made: scope, size (how many participants?), frequency with which participation is employed, salience (running from participation in process to participation in substantive policymaking), directness, and initiative. Six possible kinds of relationships between administrators and clientele are discussed: resistant administrator-apatetic clientele, resistant-militant, resistant-cooperative, favorable administrator-apatetic clientele, favorable-militant, and favorable-cooperative. These relationships and the administrator's behavior will be influenced by program variables that are favorable or unfavorable to clientele participation and by environmental variables.

Two "ideal" cases in which the administrator favors clientele participation (one in a favorable environment, the other not) are described and prescriptions for appropriate administrator behavior are offered. Finally, the contrasting values attached to participation are described and the evaluation of participation is discussed.

107. Moris, J.R. "Administrative Authority and the Problem of Effective Agricultural Administration in East Africa." African Review (Dar es Salaam, Tanzania), Vol. 2 (1), 1972, 105-146.

This paper takes stock of the concepts and methods in development administration as a field of enquiry, trying to establish which administrative features are most important for the effective management of agricultural administration. It reviews several key changes in the conventional image of bureaucratic organization which field research on East African administration has shown to be necessary. The point of departure is the need to visualize administrative systems as independent entities, as illustrated by East African experience. While the first half evaluates general ideas about administrative systems, the second puts them to the test by explaining which features are related to effectiveness in agricultural administration. Various innovations which governments are using or might consider adopting to facilitate economic management in field administration are discussed. Finally, emergent problems of rural development in East Africa are discussed in terms of governments' need to become more aware of the performance capabilities of the existing field administration (Rondinelli and Palia, 1976).

108. Morris, William T. Decentralization in Management Systems: An Introduction to Design. Ohio State University Press, 1968.

In this book, the author has tried "to bring together some of the evidence that bears more or less directly on the question of decentralization in the design and management of large organizations. With this evidence, the attempt is made to develop a theory or hypothesis that will ultimately capture and 'explain' some of the important aspects of what is observed in practice; suggest the relevant questions that need to be asked about decentralization; and give those who work in these organizations some additional sensitivity to their environment" (vi).

Three propositions guide Morris' study of decentralization: that good organizational designs generally lie between the extremes of centralization and decentralization; that organizational change is evolutionary and incremental, not revolutionary; and that the evolutionary process of changing organizational structures is somewhat unstable in that it oscillates between centralization and decentralization.

Early in the book, Morris offers forty-three hypotheses about decentralization culled from the literature on industrial organization. The remainder of the book is a guide for organizational design, with focus on centralization/decentralization problems.

109. Mukerji, B. "Administrative Coordination in Community Development." Indian Journal of Public Administration, Vol. 4, 1958, 19-30.

Community development requires coordination at every government level, between levels and between government and people's organizations. Decentralization requires administrative coordination. The early stages of India's Community Development Program witnessed confusion over the role of the Development Commissioner. Too often he functioned as head of one specialized department rather than as coordinator. Mukerji examines the roles, in development, of the block organization, the District Collector, and the Divisional Commissioner. Decentralization, with development of the panchayats, will aid coordination.

110. Mukerji, B. "Administrative Problems of Democratic Decentralization." Indian Journal of Public Administration, Vol. 7, 1961, 306-319.

The author discusses several issues that must be resolved in order to implement the program of democratic decentralization in India. He focuses on such problems as the relationship between local and state governing bodies, the personnel problems of such a large program of local

governance, and the problem of financial resources for local authorities.

11. Narain, Iqbal. "Democratic Decentralization: The Idea, the Image and the Reality." Indian Journal of Public Administration, Vol. 9, 1963, 9-34.

In the first part of this article, the author defines and dissects in detail the concept of democratic decentralization with an emphasis on the popular participation and devolutionary aspects of its meaning. Then Narain describes the Bolvantray Mehta Report (1957) in which the system of Panchayati Raj was recommended. Finally he evaluates the brief history of the system, indicating some of its major weaknesses: 1) power politics on the local level appears to be starting to overshadow the development role of the Panchayat system; 2) there is an imbalance in the effective powers of the three tiers of institutions; 3) co-optation has, in general, had deleterious effects on local government; 4) too many government officers have not identified themselves with the new system; 5) rules and procedures are too complicated for non-officials to understand and follow; 6) the line of communication between the three tiers is very weak; 7) there is not enough co-operation among local institutions, such as the Panchayats and cooperatives; and 8) the financial resources of the Panchayats are inadequate.

12. Narain, Iqbal. "The Management of Public Enterprises. A Study of Some Aspects in the Context of the 'Socialistic Pattern.'" Indian Journal of Public Administration, Vol. 4, 1958, 302-318.

Management is the most crucial factor in the success of public enterprises in a socialist economy. Good public enterprise management consists of popular control of planning; managerial responsibility and accountability; consumer and laborer satisfaction; and autonomy, efficiency and economy of operations. The author discusses several patterns of management, some more decentralized than others. He also examines how best to provide for labor and consumer interests.

13. Negandhi, Anant R. and Bernard C. Reimann. "A Contingency Theory of Organization Re-examined in the Context of a Developing Country." The Academy of Management Journal, Vol. 15 (2), 1972, 137-146.

A contingency theory of organizations involves viewing the "optimum" organizational form as contingent on the demands of the organization's environment. More specifically, centralized organizations are relatively more successful than decentralized ones in relatively

stable environments, while decentralized organizations are more successful in dynamic ones. The authors set out to test this theory in the context of a developing country, India. They examined the impact of decentralization on the organizational effectiveness of thirty manufacturing firms under differing market conditions.

The authors devised measures of the degree of market competition (more competitive=more dynamic and less stable), the degree of decentralization in decision making in the companies studied, and organizational effectiveness (behaviorally oriented measures and economic criteria). Especially interesting here is the decentralization index, based on nine factors: 1) layers of hierarchy--from top executive to blue-collar worker; 2) locus of decision making with respect to major policies; 3) locus of decision making with respect to sales policies; 4) locus of decision making with respect to product mix; 5) locus of decision making with respect to standard setting in production; 6) locus of decision making with respect to manpower policies; 7) locus of decision making with respect to selection of executives; 8) the degree of participation in long-range planning; and 9) the degree of information sharing. A three-point ranking scale (1=highly decentralized, 3=highly centralized) was devised for each factor.

The results of Negandhi and Riemann's study confirm a modified contingency theory of organizations: "We cannot say that organization effectiveness requires decentralization under dynamic or competitive market conditions. Rather, we would suggest that dynamic, competitive market conditions make decentralization more important to organizational effectiveness than do stable, non-competitive conditions."

114. Negandhi, Anant R. and Bernard C. Riemann. "Correlates of Decentralization: Closed and Open Systems Perspectives." Academy of Management Journal, Vol. 16 (4), 1973, 570-582.

The authors write in their summary: "A study of 30 industrial organizations in India suggests that the degree of decentralization in decision making is primarily influenced by a firm's concern for task environmental agents and its degree of dependence on other organizations. Size, technology, and market competitiveness appeared to exert a relatively minor influence on decentralization. To state it another way, these results imply that the relative openness of the firm's decision makers toward their task environment agents may play a major role in shaping the manner in which the decision-making authority is distributed throughout the organization's hierarchy. Moreover, this role appears to be

mediated somewhat by the dependence of the firm on higher organizations, that is, whether the firm is a parent company, subsidiary, or branch."

115. Negandhi, Anant R. and Bernard C. Riemann. "Task, Environment, Decentralization and Organizational Effectiveness." Human Relations, Vol. 26, 1973, 203-214.

In this article, the authors articulate their contingency theory of organization (see Negandhi and Riemann, "A Contingency Theory of Organization Re-examined in the Context of a Developing Country," annotated above) to include perception as a mediating variable. They contend that the impact of the "true" task environment on organizational functioning and structure may be mediated through the perception of decision makers.

Two sets of relationships are explored: 1) organizational concern toward task environmental agents and the degree of decentralization in decision making; and 2) the degree of decentralization and organizational effectiveness. The authors propose that the scope of concern toward task environmental agents (as evaluated in terms of top decision makers' degree of longitudinal and lateral interest in task agents) influences the degree of decentralization in decision making (as assessed with a nine-factor index), which in turn influences organizational effectiveness (as evaluated in terms of behaviorally oriented measures and economic criteria).

116. Nellis, J.R. "The Administration of Rural Development in Kenya: Plan Formulation and Implementation in the Special Rural Development Programme." In Issues in African Development, papers presented at the Annual Meeting, Waterloo, Ontario, February 25-26, 1972 (Waterloo, Ontario, Canada: Division of Environmental Studies, Department of Geography, 1972), 168-182.

Even well planned and fully financed development projects in Kenya run into two major bottlenecks: 1) at the centre, Nairobi, competing officials and agencies hold up approval of their aspects of a scheme; 2) lack of low-level field personnel able to depart from regulations and standard procedures, to cooperate effectively with officers of other departments, and to transform an abstract plan into concrete action. The Special Rural Development Programme (SRDP) clearly illustrates these problems, and the evolving administrative situation is analyzed. Lessons learned by those involved in SRDP include: 1) the need to avoid planning in advance, unless there is a fair guarantee of funds for implementation; 2) the need for greater Kenyan commitment to rural development at all levels and in all sectors (Rondinelli and Palia, 1976).

117. Nellis, J.R. "Prelude to Arusha: A Study of Productivity Problems on a Rural Development Scheme in Tanzania." Journal of Administration Overseas, Vol. 11 (3), 1972, 169-181.

The experience of one Tanzanian development project prior to the Arusha declaration is examined to support the contention that previous policies aimed at developing the rural areas, and the administrative arrangements used by the government to direct rural behavior, change, and development efforts, were sadly insufficient, inadequate and sometimes counterproductive. The material considered is that derived from the operation of the Rwankoma Village Settlement Scheme, near Musoma. The analysis seeks to demonstrate that in a fairly typical rural development operation, the pre-Arusha policies of heavy capitalization and development under centralized control were failures mainly because of the Colonial administration's failure to understand the purpose of, and lack of commitment to, the scheme (Rondinelli and Palia, 1976).

118. Nepal, Ministry of Panchayat and Ministry of Economic Planning. Guidelines to the Decentralization of Government Functions. Kathmandu: Government of Nepal, 1965.

This document elaborates in explicit detail the plan for decentralizing the Nepalese governmental system over the next twenty years.

119. Nyerere, Julius K. Decentralization. Dar es Salaam: The Government Printer, United Republic of Tanzania, 1972.

A brief description (twelve pages) of the problems that prompted Tanzania's recent decentralization and of the changes that would be made as a result is presented in this pamphlet by Tanzania's President. The emphasis is on less bureaucratic red tape and greater local control over development administration in this reorganization effort.

120. Oates, Wallace E. Fiscal Federalism. New York: Harcourt, Brace, and Jovanovich, 1972.

This book "explores what economic theory implies about the division of fiscal functions among levels of government, and examines the extent to which such theoretical structure can explain the organization and workings of the public sectors of different countries" (vi). This statement accurately conveys the focus of the book as dealing with: 1) formal theory, 2) empirical fiscal practices, 3) comparison in a cross-national sense, and 4) positive rather than pejorative analysis.

Oates offers an economic definition of federalism as "a public sector with both centralized and decentralized levels of decision-making in which choices made at each level concerning the provision of public services are determined largely by the demands of these services of the residents of the respective jurisdiction" (17). He points out the disciplinary differences between economics and politics of federalism by analyzing empirically economic federalism of fifty-eight nations.

121. Oldman, Oliver and Ferdinand P. Schoettle. State and Local Taxes and Finance: Text, Problems and Cases. Mineola, New York: The Foundation Press, 1974.

In this lengthy book (1094 pages), the authors attempt to deal both with the full range of legal problems and with issues of public policy surrounding the state and local fiscal situation.

Chapters one and two serve as a reference base for the analysis and understanding of 1) the current state and local government scene, such as a concept of local government and overall fiscal outlook; 2) particular issues and practical problems such as tax incidence, revenue elasticity, revenue capacity, and spillovers.

Chapters three, four, five and six offer a survey of the major revenue sources of urban and local governments such as property tax, income taxes, sales tax, and debt financing.

Chapters seven, eight, and nine try to answer the question: What is the best level or combination of levels of government for administration of the revenue source selected, for the administration of the particular expenditure program, and for deciding on the size and composition of the latter?

122. Oliver, Jose D. Administration and Management of Barrio Finance. Quezon City, The Philippines: Community Development Research Council, 1966.

Recent trends in community development in the Philippines are towards giving the barrios greater responsibility in the social and economic development of their respective communities. The passage of Republic Act No. 2370 in 1959 gave the barrios the responsibility of managing their own affairs such as adopting local development programs, and raising funds through taxation and/or contributions to implement these programs. However, the implementation of barrio government programs requires an efficient administration and management of barrio finances. The author aims at 1) discovering the actual sources of barrio funds and 2) determining the factors that affect the raising of barrio funds, the procedures

employed in their collection and disbursement, and their actual use.

123. Omari, C.K. Strategy for Rural Development: Tanzania Experience. Nairobi: East African Literature Bureau, 1976.

In chapter two of this volume, "Planning for Rural Development," Omari discusses "non-centralized" (or "self-help") and "superimposed" (or "centralized") planning as alternative approaches to rural development employed by various nations and aid organizations. He specifically describes the Tanzanian approach (as outlined in the Arusha Declaration and other documents) as a blend of the two approaches, as "'guided' peoples' participation in planning for development." Omari offers a simple outline of the Tanzanian Administrative structure, from the National Executive Committee, chaired by the President, the Nation's Assembly, and the National Structure of TANU (the political party) down to the cell and household structures.

124. Owens, Edgar. "The Local Development Program of East Pakistan." International Development Review, Vol. 9, 1967, 27-30.

A review of the East Pakistan program for transforming local government. The program depends upon much local control of administration and planning. Program administrators feel that the approach will instill in the people the idea of evolutionary progress. The local control is a complete reversal from the traditional policy of centralist control. Some technical and administrative staff are assigned to the program, but there are few of them, and their jobs are mainly supervisory. The process is creating leaders at the local level, who will be development-oriented, and is reorganizing the village and subgroups and incorporating traditional leaders into it. The basic unit is the county, which channels suggestions and funds from the provincial government and supervises the programs of the townships (Rondinelli and Palia, 1976).

125. Papandrou, Andreas. The Political Element in Economic Development. Stockholm: Almqvist and Wiksell, 1966.

In this brief essay (actually a set of two lectures), Papandrou discusses, among other things, planning for development and the implementation of plans. Generally, the more centralized is decision-making in an economy, the more effective it is and the more likely it is to involve quantitative (rather than qualitative) targets. The more decentralized planning is, the more efficient it is, since the information-processing capabilities

of centralized government are limited. This last proposition is qualified in that the basic behavior units--those acting in a decentralized system, such as households and firms--have been defined correctly, that is, efficiently, in terms of their size and structure.

Since centralized quantitative planning and decentralized qualitative planning are too simplified to serve to describe real situations, the author offers a third descriptive model, dual planning, in which various degrees of decentralization co-exist with sectors of centralized planning. The economy is divided into two sectors. The performance of one sector is directed by the central authority by setting quantitative targets and/or by imposing rules of behavior or strategies on its components. The other sector's performance is guided by the central authority toward plan targets by affecting the environment of decision making of the units. The size and nature of these sectors can vary broadly from one to another economy.

Papandrou generalizes that the degree of centralization in planning is an increasing function of the ambitiousness of the targets and the resistance of the structure, both of which are greater in underdeveloped nations. As well, the low level of willingness to participate in low-income countries (due to living and educational standards) makes centralized planning for structural-cultural change aiming at growth more likely.

126. Pauly, Mark V. "A Model of Local Government Expenditure and Tax Capitalization." Journal of Public Economics, Vol. 6 (3), 1976, 231-242.

The author presents a model to show how persons distribute themselves among local governments providing different levels of public goods. The model is one in which local governments must tax in order to spend, so that taxes and expenditures are linked. The model is a "non-Tiebout" model in the sense that it is not assumed that there are enough communities and menus of public goods for all persons' preferences to be satisfied exactly.

127. Penner, R.G. Financing Local Government in Tanzania. Dar es Salaam: East African Publishing House, 1970.

Penner presents in this monograph a brief description of Tanzanian local governmental institutions and a comparative analysis of expenditures and revenues among Tanzanian district governments. In a final chapter, Penner discusses the basic problem in an economy with a centrally determined development strategy: integrating local government into the planning process without destroying too much local autonomy. Cost-sharing grants

from the Central government to local authorities are viewed as a desirable compromise between the two competing goals of local autonomy and centrally-planned development; they are essentially a way of providing an incentive to perform tasks in the national interest. The advantages and disadvantages of cost-sharing grants are explored, along with those of other more forceful central government strategies, such as reorganizing local government to limit local authority, and assuming the power to approve local fund allocations. Penner concludes with an examination of Tanzania's cost-sharing grant system and an argument for retaining an elected local government with some autonomy in Tanzania.

128. Porter, David O. "Federalism, Revenue Sharing and Local Government." In C.O. Jones and R.D. Thomas (eds.), Public Policy Making in a Federal System (Beverly Hills, California: Sage Publications, 1976).

According to its author, this article "looks at the potential of general revenue sharing as a vehicle for bringing local governments more fully into a system of intergovernmental administration. Through positive incentives and guidelines, federal policy makers can encourage the evolution of more capable local governments."

Porter's focus is on the dual role of local government--that of articulating the demand for and supplying local public goods, and that of functioning as the local element of an intergovernmental administrative system which provides public services in response to state or federal legislation.

Several strategies for performing this dual role are discussed: a conceptual scheme for assigning functions to local governments, the use of vouchers, and the use of "multidivision" forms of organization.

129. Porter, David O. and Teddie W. Porter. "Social Equity and Fiscal Federalism." Public Administration Review, Vol. 34 (1), 1974, 36-43.

The major complaint about the existing system of intergovernmental finance is that the heaviest domestic needs are formed at the state and local levels, but the most productive sources of revenue (income taxes) are at the federal level. There are four factors which affect fiscal balance among the three levels of government: tax competition, uneven distribution of income and wealth among jurisdictions, pervasive spillovers of benefits and costs among state and local governments, and the more productive federal income taxes.

130. Price, James L. Handbook of Organizational Measurement.
Lexington, Massachusetts: D.C. Heath and Company, 1972.

The author's purpose in this book is to promote the standardization and improvement of measures in the study of organizations. Accordingly, Price has selected several of the better measures from the literature on organizations and presents them in twenty-two topical chapters (e.g., Absenteeism, Communication, Mechanization, and so on).

In the chapter on Centralization (43-57), Price defines the concept as "the degree to which power is concentrated in a social system." He describes the measures of decentralization generally as either of two types: 1) specific questions designed to collect information about power with respect to the making of definite types of commonly made decisions; or 2) global questions designed to collect information about power in general. Both types of measures rely on the subjective reports of respondents; however, Price includes one exception in which objective data--official records and observations--are used.

Price describes three separate measures of decentralization (Aiken and Hage; Whisler; and Williams, Hoffman and Mann), noting for each the operational definitions of centralization, data collection procedures, computation procedures, validity, reliability, and source in the literature.

131. Proctor, D.H. (ed.). Building Ujamaa Villages in Tanzania.
Dar es Salaam, Tanzania: University of Dar es Salaam,
1971, Studies in Political Science No. 2.

Several third-year students at the University of Dar es Salaam chose ujamaa villages as topics for major research projects. They visited villages throughout the country, interviewed the settlers, observed business management, and examined party and government records. Six of the reports written on the basis of these data are selected and edited. They describe accounts of the actual organization of ujamaa villages in Bukoba, Geita, Lushoto, Moshi, Tanga and Ukerewe districts. Practical difficulties encountered in the implementation of President Nyerere's policy are identified and analyzed, covering the selection of sites, recruitment of settlers, supply, division of work, development of local leadership, and coordination with higher levels of authority. The studies also indicate how traditional values and practices have both impeded and facilitated progress. The six papers are:

- 1) Building Socialism in Bukoba: The Establishment of Rugazi (Nyerere) Ujamaa Village (.K.S. Musoke)
- 2) The Effect of Traditionalism on Rural Development:

- The Omurunazi Ujamaa Village, Bukoba (B.B. Bakula)
 3) The Land Tenure System and the Building of Ujamaa Villages in Geita: A Case Study of Kalebezo (E.N. Ntirukigula)
 4) The Tanzanian Pattern of Rural Development: Some Administrative Problems (A.W.M. Daraja)
 5) Leadership Structure and Functions in an Ujamaa Village: A Case Study of Gallu (R.K. Mashauri)
 6) The Feasibility of Ujamaa Villages in Kilimanjaro (G.R. Mboya)
 (Rondinelli and Palia, 1976).

132. Pugh, D.S. and D.J. Hickson. Organizational Structure in Context, the Aston Programme I. Westmead, Farnborough Hants., England: Saxon House, D.C. Heath, 1976.

In the Introduction, the authors summarize a body of research on organizational structure conducted within a framework of the "Aston approach." The approach is comparative, across several types of organizations; empirical, involving measurement of operationalized variables; and contextual, taking into account the objectives and environments of organizations. It is assumed in this approach that the study of the work behavior of individuals or groups should be related to study of the characteristics of the organization in which the behavior occurs; and that studies of organizational stability and change should be related to significant variables and relationships established through comparative studies.

Five basic concepts of structure are delineated: specialization of activities, standardization of procedures, formalization of documentation, centralization of authority, and configuration of role structure. Through interviews with managers in over 200 economic work organizations (employee-paying organizations), comparative quantitative data on variables in these five dimensions were collected. Contextual variables include size, relationships with other organizations, technology, purpose, ownership, location and origin. Correlation analyses have led to three basic patterns: size is correlated with the structuring of activities (specialization, standardization, formalization); dependence (relationships with other organizations) is related to concentration of authority (centralization and autonomy from any owning organization); and technology is related to configuration features.

The authors interpret their data to suggest that the context of an organization "causes" its structure, either directly or through mediating third variables: "action and decisions which alter the position of an organization on contextual variables can put limits on subsequent

alternative structural arrangements." The authors amply note, however, the limits of correlational analysis for causal inference.

The taxonomy of organizations based on patterns of association between structural and contextual variables includes four main types: workflow bureaucracy, personnel bureaucracy, full bureaucracy and non-bureaucracy. Descriptions of each are given.

The remaining eight chapters are a detailed exposition of the Aston group's conceptualization, methodology and results. Only a few particularly relevant sections will be summarized here.

In Chapter 3, "The Conceptual Scheme for Organizational Analysis," the authors describe how centralization, among other structural variables, is operationalized. Centralization concerns the locus of authority (which can be either formal or real) to make decisions affecting the organization. Factors affecting centralization include: 1) the location of the actual decision-making function at particular points in the authority structure; 2) the promulgation of rules for decisions, which limit the discretion of subordinates; 3) the frequency and thoroughness of review procedures and control systems; and 4) the legitimate availability of relevant information. Centralization is viewed in terms of how limited at each authority level is discretion in control of resources, in control of activities, for change or innovation, and in evaluation of efficiency of the performance of the authority figure.

Centralization was measured in terms of the rate of restriction of control (how quickly control is lost as one moves down from the chief executive: high centralization involves rapid loss of control down the hierarchy) and in terms of the range of levels down the organization to which the performance evaluations of the chief executive are applicable (high centralization where relatively few levels below the chief executive are evaluated in the same terms of profitability as he is).

In Chapter 4, "Dimensions of Organization Structure," the methods and results of scaling the structural variables are reported. Using a standard list of thirty-seven recurrent decisions covering a range of organizational activities (e.g., labor force requirements, promotion and salary of supervisory staff, dismissals, allocation of work), the researchers asked: "Who is the last person whose assent must be obtained before legitimate action is taken--even if others have subsequently to confirm the decision?" For each organization, the lowest level in the hierarchy with the formal authority to make each decision was determined. Six standard levels are used

for every organization to facilitate comparison: above chief executive, whole organization, all workflow activities, workflow subunit, supervisory, operating level.

In Chapter 5, "The Context of Organization Structures," the authors discuss the results of their correlational analysis. Interpreting the data to suggest that context "causes" structure in organizations, they argue among other things that the dependence of an organization on external organizations "causes concentration of authority at the apex of publicly owned organizations because pressure for public accountability requires the approval of central committees for many decisions."

Another work from the Aston group included in this bibliography is by Greenwood and Hinings (60).

133. Pye, Lucian W. "The Political Context of National Development." In Irving Sverdlov (ed.), Development Administration: Concepts and Problems (Syracuse, New York: Syracuse University Press, 1963), 25-43.

Pye notes three historical stages in thinking about which aspects of government are most important in giving a society the critical qualities of a modern nation state: 1) the promotion of a Europeanized legal system; 2) the push for administrative development; and 3) the more recent realization that legal and civil administration offer too narrow an approach to nation-building--that is, it is necessary to create coherent political forces "that can make meaningful a people's feeling of association with their polity." The problem for today is to relate the administrative and authoritative structures of government to political forces within the transitional societies.

The trend in emerging nations has been toward a decline in both the capacity to administer and the vitality of popular politics. Public administration can not be improved without strengthening representative political processes. The weakness of the non-bureaucratic components of the political system is related to the issue of the management of diversity and unity--the need to relate components of the indigenous culture to standards and practices of the modern world. The political classes in developing nations use the issue of national unity to prevent the representation of particularistic groups, thus weakening the coherence of the nation and producing tensions, which, in turn, justify authoritarian rule. There is an absence of a sense of the apolitical and impartial, thus leading to highly politicized social relations.

The author disagrees with the contention that rapid economic development is likely to be hindered by

political pluralism. Instead, he argues that a pluralistic system, with extensive popular participation, promotes economic development.

134. Rahman, A.T.R. "Theories of Administrative and Political Development and Rural Institutions in India and Pakistan," SEADAG Papers 21 (New York: The Asia Society, November 1967).

Rahman traces the development of panchayati raj in India and Basic Democracies in Pakistan. He offers an assessment of the two decentralization approaches in terms of their impacts on administrative and political development. Two criteria are used for evaluating the administrative contributions of panchayati raj and Basic Democracies: performance in the planning and implementation of developmental programs; and deemphasis of the bureaucratic ethos and the infusion of a participative ethos in the bureaucracy.

Four criteria for assessing the political consequences are as follows: 1) the effectiveness of the institutional framework in meeting increasing popular demands; 2) the degree of national integration during modernization; 3) the degree of expansion of responsible participation in the political process; and 4) the degree of achievement of a viable civic culture consisting of autonomous and differentiated society sectors.

135. Raper, A.F. Rural Development in Action. The Comprehensive Experiment at Comilla, East Pakistan. Ithaca, New York: Cornell University Press, 1970.

The major achievement of the Comilla project is that while benefitting the mass of people, it has afforded a workable prototype for the rest of East Pakistan and other countries. In its ten-year history, it has succeeded in providing viable voluntary cooperative units at village level, a strong administration that emphasizes development planning, continuing education for villagers and officials and a formula for future expansion elsewhere in the province (Rondinelli and Palia, 1976).

136. Raup, Philip M. "Some Interrelationships between Public Administration and Agricultural Development." In Norman T. Uphoff and Warren F. Ilchman, The Political Economy of Development: Theoretical and Empirical Contributions (Berkeley: University of California Press, 1972).

According to Raup, local government reform is a necessity in rural development plans because development is almost certain to destroy rural power structures, which center on a few land-owning families. Public administration in underdeveloped rural areas is weak and often does not

provide effective follow-through in the wake of land reform.

In developing nations, where qualified personnel are scarce and where governmental structures are new or changing, the structural framework of government is critical--it plays a crucial role in fixing the limits within which individual judgment can be exercised. In a centralized structure, where responsibility is clear-cut, and power-structure relations clearly understood, failure at the bottom (the local level) threatens to produce failure at the top. Pressure is put on top administration to cover up, deny, etc., defects at lower levels. Where the power structure is less hierarchic, where responsibility is diffused, and where duplicative agencies of government are competing in the same local community, there may be lower levels of political risk involved. Failure at the bottom is not so serious a threat to the top. But decentralization and delegation of bureaucratic authority can be politically very costly from another point of view: if abuse is great in a decentralized system, the difficulty of making any improvements by administrative reforms may exceed the capacity of the administrative structure.

Raup writes: "The rewards of administrative decentralization are great if the system can stand the political heat of occasional failure This political risk can be hedged most successfully by promoting control from within by duplicate agencies, and control from without by local political interest groups. If local political interest groups are weak or non-competing, . . . the door is opened for administrative abuse. Even the highest levels of bureaucratic professionalism, as in the United Kingdom, cannot ensure against an occasional failure. And the shock of that failure is greatest in a unitary command hierarchy."

Raup argues for the maintenance in developing countries of "pluralistic bureaucrats"--that is, local administrators whose action options are not restricted to the narrowly channeled directives of a particular functional agency, but who are able to choose from among several policy and program options provided in a multi-functional context. He also argues for the maintenance of pluralism on the local level--a variety of local interest groups--in order to police bureaucracy at the local level. In cases where a self-perpetuating local bureaucracy is in control and there are no effective local political pressure groups, the army may serve as a substitute for those groups in policing land reform activities, providing it is relatively independent of the bureaucratic establishment.

Finally, Raup argues that more research is critically

needed in the area of local administration. "Given the nature of agricultural production, administrative tasks both of farming and of government cannot be concentrated or centralized as they sometimes can be in industry. Good administration for agricultural development must be spatially dispersed, with a large measure of functional authority devolved upon local administrators" Raup calls for more research on the development of local institutions that can provide an alternative to the military administrator and that can build on latent or existing peasant understanding and support (e.g., cooperatives as units of government), and for more research on the significance for public administration of the nature of local political interest groups outside of the structure (e.g., peasant leagues and syndicates).

137. Riggs, Fred W. Administration in Developing Countries: The Theory of Prismatic Society. Boston: Houghton Mifflin, 1964.

In Chapter 10, "Personnel Administration: A Lecture on Training," Riggs discusses the problem of overcentralization in many transitional (developing) societies. Remedies for this problem include delegation (which involves the retention of central control, while giving responsibility for case decisions to subordinate personnel) and devolution (in which full responsibility for policy determination in regard to specified subjects is transferred to the recipient of authority). There are several difficulties for delegation and devolution in transitional societies. A major one is that, in the case of delegation, the central government is unable to define policy clearly enough so as to instruct local authorities in their treatment of cases. As for devolution, it is difficult to arrive at a fairly clear demarcation of the program areas to be controlled by the central authority and those to be controlled by lower level authorities. Such a demarcation requires policy determinations regarding sources of revenue, allocation of functions and external controls to be established. Because of their goal-case orientation, central policy-makers are unable to make such determinations.

The attempt to apply the models of delegation and devolution (borrowed from developed countries) to developing nations has met with little success. Riggs describes a third resultant model, which he calls "derogation". While under delegation, norms governing the exercise of authority are exactly prescribed (one extreme) and under devolution, full freedom to choose policies is authorized (the other extreme), under derogation only partial transfer of control with a reduction of authority and only partial prescription of norms are operating. Derogation more accurately typifies

the situation of decentralization in transitional societies, in which both political and administrative procedures are particularistic--where politicians tend to be goal and case-oriented and where administrators in practice function as quasi-politicians.

Furthermore, legal and institutional (i.e., formal) devices to decentralize through delegation and devolution are effective only to the extent that formal authority and real control are integrated. In transitional societies, there is a good deal of separation between formal and effective power and hence derogation is the result of decentralization efforts.

Riggs argues that to accommodate this situation in transitional societies, a different sort of training of administrators is required. They must be trained not only in the skills, knowledge and organizational values needed for policy implementation, but also in an understanding of the dynamics and difficulties of the system in which they will operate. For example, how to cooperate with politicians by providing the information and values necessary for sound policy-formation is important.

In Chapter 12, "Local Administration: An Essay on Development," Riggs puts forth an hypothesis based on his knowledge of local government in the Philippines: the strength of local administration (in terms of finance, personnel, ability to coordinate and so on) tends to vary directly with the degree of economic development of a region; and the degree of economic development varies with the strength of local administration, but neither "causes", in any simple fashion, the other. A second hypothesis is that the strength of local self-government within a nation varies directly with the degree of compatibility of the interests and needs of the external and internal clienteles of local government. In transitional societies, then, where local bureaucrats and politicians often have interest and needs that are dissimilar from those of central bureaucrats and politicians (e.g., both groups are competing over resources because of personal greed or separate allegiances), decentralization becomes a divisive issue. What is essential is that "supportive elites", individuals who favor decentralization and local development efforts for the sake of national goals of development, and not for the sake of personal gain, exist at the localities in sufficient numbers to prevent the corruption that aborts such efforts. According to Riggs, such supportive elites already exist at the center of government in transitional societies.

Applied to a specific setting (here, the Philippines), Riggs' approach requires an assessment of the various

localities to determine how highly developed (and how well dominated by supporter elites) each is. More highly developed areas can be given a greater degree of autonomy than those that are less developed. The goal is, however, more local self-government once a critical threshold of development has been reached.

138. Rizvi, S.M.Z. (ed.). A Reader in Basic Democracies. Peshawar, West Pakistan: West Pakistan Academy for Village Development, 1961.

In his preface, the editor summarizes the contents of this volume as follows:

"It touches upon the problems which the Basic Democracies are likely to face in their implementation and it analyzes the requirements for their success. Such a study, in our opinion, should help generally to find out how this experiment will assist in achieving national development objectives. It is also hoped that the thoughts presented in the succeeding pages will stimulate others to think further for themselves.

"The Reader is divided into six sections. The first section, entitled 'Description, Problems and Process,' contains four contributions by Harry J. Friedman, Inayatullah, Zulfikar Ali Bhutto and Salma Omer. They acquaint the reader with the Basic Democracies scheme, analyze the causes of the failure of local self-government, the role of political education in developing a representative government and the creation of local leadership through Basic Democracies.

"The second section, 'Development Administration,' contains three articles by Faqir Mohammad Choudri, Harry J. Friedman and M. Ibrahim Shamim, which examine the administrative structure of the country, meaning and requirements of development administration and the grounds on which the present administration is likely to become development oriented under the scheme of Basic Democracies.

"The third section, 'Educational Process,' contains five articles by Cole S. Brembeck, S.M. Haider, M.A. Kuddus, Mohammad S. Sajid and Jahangir Khan. The articles seek to analyze the changing role of education in creating new attitudes and values, and suggest the means by which resistance to change can be overcome.

"The fourth section, entitled 'National Development,' contains five articles by M.A. Salam Ansari, Aquila Kiani, M.A. Sabzwari, C.M. Sharif and M. Naseer. The first article discusses the Basic Democracies scheme from a socio-psychological viewpoint and analyzes the role of intangibles which help or retard the success of development schemes. The second article views social development as it is likely to emerge from the functioning of the scheme. The third article is on

'Population,' analyzing the trends in our population and discussing the role of Basic Democracies in our population and in solving the population problem. The fourth article emphasizes the importance of agriculture in our national economy and shows how the vital problem of food shortage in the country can be solved. The last article deals with 'Public Works' and points out the drawbacks of the engineering services under local bodies and visualizes the emergence of a new pattern under this scheme.

"The fifth section, 'Community Development,' contains three articles by H.B. Minocher Homji, S.M. Haider and Hamed Shaker Sabet, which show the intimate relationship between community development and Basic Democracies and illustrate the role social work is likely to play in making Pakistan a welfare state.

"The last section, 'Social Research,' contains only one article by Albert E. Levak, which emphasizes the role of social research and research findings in helping the administrator in decision making. To make the Basic Democracies a living reality, intensive research programmes by competent organizations are needed."

Several chapters in this volume appear particularly useful from a practical standpoint. In "Basic Democracies and Coordination" (71-80), Shamim offers some practical guidelines for securing coordination in a decentralized development administration. In "Community Development and Local Government" (186-212), H. Homji lists several general recommendations, and a number that are specific to the Basic Democracies scheme, for the improvement of rural development administration.

139. Rondinelli, Dennis A. and Kenneth Ruddle. Urban Functions in Rural Development: An Analysis of Integrated Spatial Development Policy. Office of Urban Development, Technical Assistance Bureau, Agency for International Development, 1976.

In Chapter Three, "Implementing Integrated Rural Development: National Political and Administrative Support," Rondinelli and Ruddle discuss four general sets of inputs considered by most observers to be necessary to the achievement of policy objectives: national policy and organizational inputs, technical inputs and direct program components, programmatic inputs for project organization and implementation, and local support components. Among national inputs needed are: 1) arrangements for administering rural development programs at the subnational level, through delegation of authority to provincial, regional or district governments, or through a system of field offices of national ministries; and 2) capacity for program coordination. The authors contrast the advantages of regional decentralization to

the disadvantages of local devolution with regard to developing nations.

In Chapter Six, "The Spatial Context for Integrated Development Strategy," the authors discuss the centralization/decentralization issue in terms of the concentration of resources and investment in urban areas versus deconcentration to the rural areas.

140. Ross, John P. and Jesse Burkhead. Productivity in the Local Government Sector. Lexington, Massachusetts: D.C. Heath and Company, 1974.

This book deals with the conceptualization and measurement of public sector productivity (in the first three chapters); surveys previous empirical analyses of public sector productivity, primarily studies dealing with the federal government; then represents an attempt to construct a model for the analysis of public sector productivity organized around the principal that "a functional relationship exists among expenditures, the cost of inputs, workload, quality and productivity." Data from New York City and several other New York local governments are analyzed in an attempt to illustrate the utility of the analytical model suggested by the authors.

141. Rothman, Jack. Planning and Organizing for Social Change: Action Principles from Social Science Research. New York: Columbia University Press, 1974.

In Chapter Four, entitled "Organizational Behavior: Contextual Factors," Rothman lists several generalizations and action principles, a few of which deal specifically with centralization/decentralization:

"Generalization 4.1: Organizations that operate in a task environment of high certainty and regularity tend to have more pronounced bureaucratic features. Further, this relationship is associated with efficiency of operation. Conversely, when the task environment is uncertain and unpredictable, less pronounced bureaucratic features are typical and desirable

"4.1A: Organizations that operate under conditions of high certainty tend to be characterized by centralization in decision making. . . . Where there is a relatively high degree of uncertainty, decision making that is decentralized or shared among different levels in the organization is conducive to effectiveness. In this situation, knowledge is not easily concentrated at higher levels of the organization, since environmental factors are in flux. Thus, units of the organization directly in touch and dealing with the changing conditions are best equipped to reach quickly and make, or share in the making of, decisions.

"4.1B: The greater the degree of certainty of an

organization's relevant environment, the greater will be the degree of formalization (use of written rules) within the organization."

In organizations functioning in a context of high degrees of certainty, practitioners are advised to employ centralized, formalized structure in order to promote effectiveness. In uncertainty situations, decentralized, low formalization structural arrangements are recommended.

In a decentralized operation, special mechanisms of coordination may be necessary for organizational coherence.

142. Rutledge, Philip J. "Policy Analysis and Human Resources Management." Public Management, Vol. 56 (9), September 1974, 16-19.

State and local human resources policy has been largely reactive to federal funding opportunities, and municipalities have yet to be delegated a major responsibility in making or implementing national human resources policy. In order to manage disparate programs well, municipal administrators need to use analytical tools which will enable them to monitor many variables.

143. Rweyemamu, A.H. and B.U. Mwansasu (eds.). Planning in Tanzania: Background to Decentralization. Nairobi: East African Literature Bureau, 1974.

B.U. Mwansasu, "Introduction," 3-11.

The author briefly reviews the development, among planning practitioners, of the notion that planning must take into account social and political, as well as technical, realities and possibilities in the development of large-scale (national) development plans. A new emphasis is being placed on the implementation of plans, not merely the production of planning documents.

Mwansasu narrates the progress of planning in Tanzania since independence, with references to the chapters that follow in this small volume. (The chapters include essays presented to a Conference on Comparative Administration in East Africa, held in Tanzania in 1971.) A focus is placed on participation, as both means and end of decentralization, given Tanzania's recent efforts to decentralize--not so much in order to decongest the center, but more to effect popular participation in a socialist system.

The Hon. J.S. Malecela, "Some Issues of Development Planning," 13-21.

The author, Minister for Finance and Administration in the East African Community in 1971, argues for a truly

indigenous form of development planning that includes the vast theretofore unused talents of local personnel. Development plans and planning methodologies imported from abroad can never meet the requirements of the Tanzanian situation. The concept of "ujamaa vijijini" is used here as an illustration of a truly native-born and bred development scheme.

K.E. Svendsen, "Development Administration and Socialist Strategy: Tanzania after Mwongozo," 23-44.

The author discusses development planning in Tanzania as it is guided by a rather comprehensive socialist ideology and party policy. He views the centralized planning and allocating organ, the Economic Committee of the Cabinet, as a "necessary condition to ensure decentralization at the national level," in that the Committee consults regional bodies when making decisions. The many parastatal institutions (e.g., state-owned banks and workers' councils) and the weak Planning Ministry make for a fairly decentralized counterpart to some centralized ministries (of Finance, for example) in a balanced system.

The "ujamaa" program is discussed in some detail with emphasis on its strong backing from the national government, its implications for regional planning, and its importance in party activities (TANU). TANU's growing influence in all of Tanzanian life, especially planning and its relationship with the government civil service and with parastatal institutions are explored.

"Mwongozo", or guidelines put forth by the National Executive Committee of TANU in 1971, call for the participation of the people in considering, planning and implementing their development efforts. While the open system of information flow and the opportunity for public criticism in Tanzania facilitate this participation, a great deal of preparation is required to effect responsible popular involvement.

E. Bevan Waide, "Planning and Annual Planning as an Administrative Process," 45-60.

The author reviews the history of central planning in Tanzania. He advocates less emphasis on Five-Year Plans and more on annual planning within long-range perspectives.

D.B. Jones, "Rural and Regional Planning in Tanzania," 61-86.

Despite formal advocacy of increased expenditures on the rural sector in recent Tanzanian national plans, there is little proof that such increases have occurred. Furthermore, there is little information as to how well the "ujamaa" program is contributing to rural

development.

After a brief review of the Tanzanian governmental system (national, regional and district levels), the author presents data to indicate tentatively that relatively more and more expert manpower is moving to the center than to the regional or local levels. He argues for the investment of more manpower at the regional level (there is not enough for the districts).

Finally, Jones demonstrates that there is still a great deal of disparity among regions, in terms of incomes and government services. He examines in detail the situation in various welfare sectors.

Paul Collins, "The Working of Tanzania's Rural Development Fund: A Problem in Decentralization," 87-120.

Decentralization in Tanzania has been viewed as both an administrative necessity and a goal of her ideology of self-reliance and popular initiative. Although some areas of Tanzanian life have come under more centralized control, others have become more decentralized. The Regional Development Fund (it is not clear whether it is the "Rural" or the "Regional" Development Fund) is described in detail as an example of the latter.

The Regional Development Fund (RDF) is an attempt at "development from below," designed to help groups of farmers (especially those in the "ujamaa" setup) in development projects on the local level. RDF is administered locally by development committees. It is viewed by the government as an experiment in development administration.

Collins reviews several RDF projects, especially as they impact on regional and district levels of government. The benefits of RDF projects in one case district during 1967-70 (37 projects) were limited by project incompletions, lack of felt needs for some projects in the first place, waste, and misappropriation of RDF resources.

Often, locally initiated proposals were ignored, indicating the need for better relations between the District Administration and lower levels. Systematization of the processing of applications for all projects at the district level is required; this involves more adequate cost estimations, verification of specification, etc. There is a need for a tighter organizational framework for project implementation. Collins details some of these problems for the RDF at the district level.

A.H. Rweyemamu, "Some Reflections on Decentralization in Tanzania," 121-131.

The author outlines governmental changes in Tanzania in 1972. They represent more a deconcentration of administrative and policy-making authority than a devolution of power to local authorities. However, while local government is abolished, the people are in fact given at least more advisory influence in the central government than they had had before.

Reconciling the desire to equalize the development of Tanzania's varied regions and the desire to promote local influence on development is difficult. The former requires centralized allocation of resources, the latter decentralized decision making. The author recommends that Tanzania encourage local participation and initiative by keeping half the taxes collected in a district in that district for its own disposition, and sending the other half to the central government for national and interregional use. Currently, all monies go to the central government for dispersal.

The author argues for a more devolved system than presently found in Tanzania.

144. Sady, Emil J. "Improvement of Local Government and Administration for Development Purposes." Journal of Local Administration Overseas, Vol. 1, 1962, 135-148.

The author compares the approaches and summarizes the results of the Cambridge Conference on Local Government in Africa (1961) and the U.N. Working Group on Administrative Aspects of Decentralization for National Development (1961). The purposes and types of decentralization, the size of areas for administration of various functions, the number of government levels, the area division of powers and functions, popular participation and representation, staffing decentralized services, financial aspects of decentralization, central institutions required for decentralization, and international technical assistance are all touched upon in this article.

145. Saul, John S. "Background to the Tanzanian Election--1970." In Lionel Cliffe and John S. Saul (eds.), Socialism in Tanzania, Volume 1: Politics (Nairobi: East Africa Publishing House, 1972), 277-301.

Saul begins with a discussion of the attempt by a few African countries, notably Tanzania, to effect a balance between the need for participation in government from below and the need for some stabilizing control from above. Control from above can vary as to intensity and as to content (either for ruling class self-interest or for socialist benevolent purposes). Mass participation can also vary in intensity and content (either with a high level or with a low level of consciousness).

Participation can function to further moral imperatives (equality, freedom, etc.), to give effect to more prudential calculations (especially to the notion that people who participate also support their government), or to guarantee popular control from below (keeping leaders honest and responsive). Control from above can serve to maintain a united front in development, to ensure that popular participation has an educative effect, and to guarantee the perpetuation of power classes and elites.

The author presents a two-dimensional paradigm with Control and Participation as the axes, and a description of the regimes likely to characterize the four quadrants: self-interested Control, low consciousness in Participation; self-interested, high consciousness; benevolent (socialist), low consciousness; benevolent, high consciousness. Tanzania, according to the author, is presently in the first of these quadrants, but has the fourth as its goal. It can travel through either the second or third to reach the fourth.

Saul discusses the 1970 elections in light of their implications for his paradigmatic view of the Tanzanian situation.

146. Schumacher, Edward J. Politics, Bureaucracy, and Rural Development in Senegal. Berkeley: University of California Press, 1975.

An analysis of Senegal's one-party state, the governing elite's quest for institutional reform, and the evolution of rural development policy between 1957 and 1970. In light of the theory of single-party decline and imbalanced administrative development, this study examines, first, the balance of change and continuity evidenced by the ruling party, the central government, and the state bureaucracy; second, the purposes, content, and impact of major reforms directed at these institutions and the rural cooperative movement; and third, the authority constraints that have influenced the formation of rural policy.

The author shows that the leadership's basic approach to rural development has evolved significantly since independence. The scope and ambitiousness of Senegal's initial development strategy have been substantially attenuated as policy priorities increasingly stressed short-term gains in quantitative output and efficiency over qualitative change in values and social structure. This pattern of policy evolution, it is argued, has been facilitated by the stability of decision-making roles and participants in the postcolonial regime. The relationship between the dominant party and the state administration has not witnessed any fundamental shift,

as some scholars have suggested. Rather, the very resilience of the machine politics institutionalized by the party remains a major obstacle to the leadership's effort to transform public bureaucracies into a system of development administration. Senegal's experience suggests, moreover, that leaders of new states faced with similar difficulties may well respond by tending to pursue economic growth devoid of any vision of fundamental socio-economic change, and thus reorient public policy toward the efficient management, and perpetuation, of the status quo (Publisher's Abstract).

147. Schurmann, H.F. "Organizational Principles of the Chinese Communists." China Quarterly, April-June 1960, 47-58.

Central to the success of "total organization" in Communist China are two ideological concepts, the theory of contradictions and the theory of democratic centralism. The former might be called the metaphysics of Chinese organization, the latter the basic theory of organization itself. Democratic centralism is in itself a contradiction, but it importantly reflects a fundamental of the Chinese success story: strong and flexible popular participation in the Communist party to balance a rigid hierarchical administrative structure.

148. Scott, Anthony. "The Economic Goals of Federal Finance." Public Finance, Vol. 14 (3), 1964, 241-288.

The article criticizes the textbook literature of federal finance for four serious deficiencies: 1) a discussion of policies founded upon relatively trivial goals of administrative efficiency, 2) a failure to specify whether labor is in fact mobile or highly immobile, 3) a failure to distinguish whether the regions have identical or widely different natural resource endowments, and 4) a failure to specify the federal aims of the federation. Then the author deals with economic goals of a federation, and investigates the impact of federal-financial arrangements on the achievement of these goals, in terms of efficiency, stability and geographical equity.

149. Seminar on Panchayati Raj, Planning and Democracy (December 6-11, 1964). A Select Bibliography on Panchayati Raj, Planning and Democracy. Jaipur: The Rajasthan University Library, 1964.

This bibliography contains over six hundred book, article and document references on the theoretical and empirical aspects of the Indian Panchayati Raj, an institution of rural democratic self-government. The items are not annotated.

150. Sherwood, Frank P. "Devolution as a Problem of Organization Strategy." In Robert T. Daland (ed.), Comparative Urban Research: The Administration and Politics of Cities (Beverly Hills, California: Sage Publications, 1969), 60-87.

Sherwood examines the institutional role of local government in the pattern of relationships that make up a national system. The structure of local government depends (or ought to depend) on its role--on the functions it is meant to perform. Sherwood argues that local government is an open system, and its organization strategy will vary as its environment and functions vary; hence we ought to distinguish between rural and urban local government, for example.

Sherwood critiques the traditional notions of hierarchy and a centralization-decentralization continuum in organization theory. Assumed in proposing the latter is that there is a certain amount of power within an organization that can be distributed in differing ways. Sherwood argues that power is highly variable: "The addition of power at one level of the hierarchy does not at all mean the automatic withdrawal of power at another." Other problems with a continuum approach involve defining the extreme limits of centralization and decentralization. Absolute centralization implies no organization at all; and the line between absolute decentralization within an organization and actual separation from the organization is unclear. Sherwood argues that an organization concept that posits participation in a command system (deconcentration) is fundamentally different from that which posits separation and sufficient autonomy to behave independently of the larger system (devolution). The first approach is fundamentally hierarchical, while the second is non-hierarchical.

Sherwood chooses to make decentralization and deconcentration synonymous terms, meaning the "dispersal of power throughout an organizational structure," thus putting them into a hierarchical context. Devolution, on the other hand, is used non-hierarchically to refer to local government that is separated from the command system of the center. Decentralization, then, refers to an intraorganization pattern of power relationships and devolution to an interorganization pattern.

Devolution implies autonomy. Autonomous local government is self-contained, has generally agreed-upon functional and real limits of activity, and is in transaction with an environment to which it provides outputs and from which it receives inputs. As an autonomous unit, it can receive messages from the environment, process demands, and direct outputs toward the functions it

serves.

Arguing from the premise that structure typically follows function, Sherwood notes the need to identify environmental factors that appear to correlate with given patterns of devolution. The results of some doctoral research done at the University of Southern California (Paulo Reis Vieira, "Toward a Theory of Decentralization: A Comparative View of Forty-Five Countries," 1967) are reported. Devolution in each of the forty-five countries was measured by computing the ratio of local government revenues and expenditures to total government spending and receipts over ten years (1953-63). Despite methodological difficulties, Sherwood found Vieira's results interesting. Devolution was not significantly related to the independent variables of population, population density, area, urbanization, public consumption as percent of GNP, constitutional organization (i.e., status as a federal system), and ethnic composition. Degree of devolution was significantly and positively correlated with age of the nation, gross national product, communications (an index of mass media), nature of country (industrial or not), and number of local units of government.

From these results, Sherwood suggests that the level of industrialization may be most important in choosing organization alternatives: "The industrialized nation, with its high technology and elaborate specialization, is very likely to experience the greater problems in resolving the conflicts complexity brings. Thus, the level of industrialization may be one test of the degree to which a nation needs to move toward a plurality of structures." Sherwood also considers the relationship between communications and devolution as very important, since the non-hierarchical system which involves a great deal of interaction among independent entities probably requires a highly advanced communications technology.

The age-devolution relationship suggests to Sherwood that diverse structures within a system can be tolerated only when the integrity of the system is itself not in question--a situation of high national unity.

Sherwood recognizes that Vieira's results do not unequivocally establish that structure follows function, simply because the two are related. It could be, perhaps, that the structure might affect the environment as well as be affected by it.

Sherwood briefly analyzes the Brazilian situation in light of his "structure follows function" hypothesis, and suggests that, perhaps, devolution is not the best strategy in technologically and economically undeveloped areas in the north.

Sherwood sees implementing a strategy of devolution as a problem in institution building--infusing the organizations of local government with value beyond that of its capacity to perform technical tasks. The institution-building approach (summarized elsewhere in this bibliography: see Eaton, #46) suggests that the high valuation of local government depends in large part on the success with which it transacts with its own community--its clientele.

151. Sherwood, Frank P. Institutionalizing the Grass Roots in Brazil: A Study in Comparative Local Government. San Francisco: Chandler Publishing Company, 1967.

Operating within the institution-building framework (see, for example, Eaton, #46), Sherwood offers a case study of municipalities in Brazil in terms of their role in a decentralized governmental system. A few introductory chapters describe the Brazilian scene and the development of municipalities, local government units that encompass rural as well as urban areas.

Municipalities are institutionalized to the extent that they are truly a valued part of the system of government, valued by both its participants and its environment. In turn, the degree of decentralization is dependent on the degree to which local entities are institutionalized. Municipalities will exist so long as their outputs to the environment exceed their inputs--thus, as Sherwood writes, "the feedback cycle of systems theory becomes an essential ingredient in the dynamic of institutional development." He views municipalities from two systems perspectives: the national municipal system, which involves the transactions between the municipalities as a collectivity and the total political system; and the community municipal system, which involves the transactions between the municipal government and the community system.

Brazilian municipalities have not received inputs from the national environment (especially the central government) sufficient enough to produce outputs that would earn them the status of full institutionalization.

152. Smith, V. Kerry. "The Role of Innovation in the Provision of Local Public Goods." Public Finance Quarterly, Vol. 4 (3), 1976, 285-294.

The paper aims at extending the theory-of-clubs model of how local jurisdictions select the level of public goods to include innovation in their production and delivery systems. The results of the study indicate that cost-sharing rules influence not only the levels of public goods and the size of the community, but also the incentives to innovation. Moreover, the objective

function implied by the theory-of-clubs behavioral model calls for innovational choices which are not Pareto efficient.

153. Spiegel, Hans B.C. (ed.). Citizen Participation in Urban Development: Volume III, Decentralization. Fairfax, Virginia: Learning Resources Corporation/NTL, 1974.

This book of readings centers on urban decentralization, with sections devoted to Model Cities, New York City, and focal areas such as school, neighborhood and job decentralization. Two of the chapters are summarized below.

Hans B.C. Spiegel and Alexander R.H. Walling,
"Decentralization: An Introductory Sketch," 3-16.

The authors offer a bi-axial conceptualization of the administrative-political, centralization-decentralization character of organizational systems. Every system will have internal constraints--"feasibility thresholds"--that prevent it from being either totally centralized or decentralized. Another bi-axial representation can be formulated using the centralization-decentralization continuum and the informal-formal participatory style continuum. While the style of participation is an important characteristic of a social system, it is more likely that the current concern over decentralization arises more from a perception of system size--that the individual is lost and unheard in a large system. Big bureaucracies are seen to have grown incapable of responding to individuals. Lack of participation and responsiveness can occur even when the system is formally or geographically decentralized; and it is a function of the perceived rather than an actual situation.

Three hypotheses are offered: 1) the potential threat of system instability is increased as a function of the difference between perceived and actual participation of system members; 2) as a system approaches any of its feasibility thresholds, it will tend to cause the mobilization of system constituents toward the opposite pole; 3) a systematic move from formality to informality or vice versa does not necessarily involve a change in centralization/decentralization nor does a change in the latter necessarily involve a change in the former (although they often occur simultaneously).

The authors conclude with a list and discussion of the arguments for and against decentralization.

Hans B.C. Spiegel, "The Management of Decentralization: A Final Comment," 335-339.

" . . . after the rhetoric of decentralization has been spoken, and after the decision has been made to

submit the institution or organization to decentralization (whether for 'rational' or 'politicized' reasons)--then a crucial and tough managerial question arises. It is the question of how decentralization should be planned and operationalized. The effectiveness of decentralization will, in large degree, depend on how this question is answered. One of the most significant challenges of decentralization, then, is administrative and managerial and deserves far more attention than has presently been given the topic.

"Perhaps one of the principal management skills in implementing decentralization is to help the old and the new constituencies to articulate their needs, fears and desires. Decentralization usually involves an old and a new constituency acquiring prerogatives and functions and powers that it previously did not have. Both groups need to learn how to cope with this change and need to face the open and hidden agendas thus generated. It would appear that the lessons learned through organization development and administrative sciences need to be focused on decentralization efforts. This may involve considerable training of separate constituencies and also occasional involvement of these constituencies in a single setting.

"The continuous availability of technical assistance for the constituencies appears also needed. There should be a neutral source of information and operational skill that can be tapped by the parties involved in decentralization. Colleges and universities, including community colleges, may be able to play such technical assistance roles and, in addition, function as 'honest brokers' between diverse constituencies.

"Finally, the manager of decentralization must have the humility to appreciate the fact that decentralization will not alone achieve the humanization of the organization or the government. There are numerous variables that impact such humanization and our manager must be aware of them, capable of creating links to them, and not be overwhelmed or paralyzed by them. Nevertheless, decentralization may yet turn out to be one of the best ways to reach this goal, particularly when the decentralization process is helped along by skilled and principled management."

154. Stubbings, B.J.J. "Integrated Rural Development in Pakistan." Journal of Administration Overseas, Vol. 14 (2), 1975, 91-104.

Stubbings first examines the current system in Pakistan--the Constitution, the Federal Government, the Provincial Governments and the organizational levels below the Provincial level--in terms of how it presently contributes to, and allows for, integrated rural development. The author then offers several specific recommendations for devising an administrative and organizational

framework of government which will "provide for popular participation in the planning, organizational, implementation, co-ordination and control of all matters vital to the well-being of the rural population" in Pakistan. He lists several problem areas, including confusion of the roles of the governments at various levels, the lack of effective local government, the lack of appreciation for the merits of decentralization, local finance problems, unwise fund allocations, inadequate training facilities, low salaries at the local government level, and too much emphasis on temporary projects and programs.

155. Suri, P.C. "Panchayats and District Development Administration." Indian Journal of Public Administration, Vol. 3, 1957, 29-41.

The real role of panchayats (Indian village development organs) is not one of autonomous self-government, but one of a "planning, executive and multipurpose organization," that coordinates with district and state plans. Suri outlines several questions about the distribution and coordination of development functions in Indian local government. The author examines in considerable detail the role of the panchayat in the overall development administration situation.

156. Thompson, Victor A. "Administrative Objectives for Development Administration." Administrative Science Quarterly, Vol. 9, 1964-65, 91-108.

Administrative practices and principles of the West have derived from preoccupation with control and therefore have little value for development administration in underdeveloped countries where the need is for an adaptive administration, one that can incorporate constant change. However, adaptive administrative principles can be derived from the researches and theories of the behavioral sciences, and these should become the administrative objectives of development administrators. Illustrative of such objectives are the following: an innovative atmosphere; the operationalizing and sharing of goals; the combining of planning (thinking) and acting (doing); the minimization of parochialism; the diffusion of influence; the increasing of toleration fo interdependence; and the avoidance of bureaupathology. These propositions are illustrated by the analysis of some concrete administrative problems, such as the centralization-decentralization issue (Author's abstract).

In the section on centralization-decentralization, Thompson observes that overcentralization (beyond what

is technically decreed) creates poorly accepted interdependencies leading to conflict, tension, low morale and sabotage. With overcentralization, the rational control of events is illusory because: 1) there is no necessary relationship between authority and rational decisions; 2) centralized planning falsely assumes that implementation behavior of subordinates will go according to plan; 3) communication from the top down often distorts or prevents implementation according to plan ("The only sure way of communicating planning is to incorporate it into the neural passages and memories of those to whom it must be communicated for purposes of execution. This implies participation in planning, or decentralization."); and 4) crucial motivation to act in the planned way is lost through the top-down, planning-implementation scheme. The basic problem in overcentralization is a confusion between right (authority) and ability.

157. Tickner, F.J. "Public Administration in Yugoslavia." Indian Journal of Public Administration, Vol. 5, 1959, 293-301.

The author describes the Yugoslavian administrative system as a result of the 1953 effort of massive decentralization. At that time, authority was devolved as far as possible from district organs to municipalities and communes (the basic level of local government). Similar devolution occurred in social and economic spheres as well. The concept of "collegiate management" is based on the assumption that in order to stimulate the effective interest of the people in government, there must be active participation within a small enough unit to maintain the interest of the individual.

Establishment of an extensive system of representative assemblies at the commune level created massive training problems, which led to the creation of several administrative schools in 1956. Tickner describes these schools and institutes that were established in order to improve public administration.

158. Towers, Bernard, "The Chinese Experience." Built Environment, Vol. 3 (10), October 1974, 526-529.

Only fifteen to twenty percent of China's citizens are urbanized; the remainder live and work in the countryside. China has achieved considerable industrial growth in the past twenty-five years, but the population remains largely dispersed. China effects this dispersal policy in four ways: 1) decentralization of the few large industrial cities; 2) encouragement of limited expansion of smaller regional cities; 3) institution of multitudinous growth points by the establishment of small-scale rural units; and 4) efforts to improve social and cultural functions in the countryside. There are some

advantages of this policy such as saving in transport costs, efficient placement of work where the labor force is situated, greater flexibility in job assignments, and especially social advantages.

159. Trapman, Christopher. Change in Administrative Structures. A Case Study of Kenyan Agricultural Development. London: Overseas Development Institute, 1974.

The study concentrates on two particular aspects of agricultural organization in Kenya under post-independence circumstances. 1) It examines how well the present organization of the formal machinery serving the agricultural sector is adapted to the type of farming community which comprises the bulk of the rural population in Kenya today. This examination relies on a descriptive approach, identifying features of different institutions of varying relevance to the type of farmers they are designed to serve (marketing boards, farmers' associations, cooperatives, inspectorates and advisory services). 2) It evaluates the relevance of certain of the past and present institutions and methods utilized by the Ministry of Agriculture to the actual requirements of the farming community for which they are designed and the technical characteristics of the projects and programmes which they involve (Rondinelli and Palia, 1976).

160. Tuite, Matthew; Robert Chisholm; and Michael Radnor (eds.). Interorganizational Decision Making. Chicago: Aldine Publishing Company, 1972.

Several chapters in this volume include discussion of centralized versus decentralized structures and arrangements for decision making in economic, business and governmental systems. The models offered are generally mathematical in nature.

A few potentially useful chapters are the following:

Hurwicz, Leonid. "Organizational Structures for Joint Decision Making: A Designer's Point of View," 37-44.

The author discusses the criteria that might be used to assess the desirability and the feasibility of various organizational structures, particularly (but not only) in economic systems. In assessing desirability, Pareto-ordering is useful in that it illustrates the considerations that may be of importance to the designer of organizational structures. For example, it is important to consider the attribute of unbiasedness (outcomes not favoring any one particular group) as a counterpart to the attribute of non-wastefulness. Also, one must consider that the desirability of structures may vary

over environments (i.e., those parts of the situation which the designer cannot change). As for feasibility, the author distinguishes between behavioral feasibility (are the behavioral rules postulated for a given individual or group under a specific structure consistent with the behavioral pattern that this individual or group would consider most advantageous?) and material feasibility (do the resources needed for this structure exist?). An especially relevant resource is the technical knowledge needed to design tables of organization, prescribe paths of communication, choose decision-making procedures, and structure authority.

An important feasibility restriction is that which is due to the dispersion of information and the limitations on the information-processing capacities of organization members. Hurwicz briefly discusses the concept of informational efficiency (one structure is more efficient than another if it requires fewer resources or less effort in processing information, other things being equal), and the concept of informational decentralization (in an informational decentralized structure, at no time in its decision-making process is complete information about the total environment and prospective actions of all parties available to any one agent).

In considering the relative costs of alternative organizational structures, one must consider the net welfare produced (i.e., after resources expended are subtracted), and ideological and psychological costs (e.g., a centralized system may be expensive if participation is highly valued). Another consideration in assessing the relative merits of organizational structures, which are seen as problem-solving systems, is how quickly obtained and how accurate is the required information.

Kortanek, K.O. "Effective Control through Coherent Decentralization in Separably and Non-Separably Structured Organizations," 70-82.

Reiter, Stanley. "Formal Modeling of Organization," 87-93.

Walton, Richard E. "Interorganizational Decision Making and Identity Conflict," 94-111.

Hass, Jerome E. "Decomposition Processes and Their Use in Joint Decision Making," 112-126.

161. U Thung. "Decentralization for Development--II." Journal of Local Administration Overseas, Vol. 2, 1963, 27-30.

The author briefly discusses how, in spite of the necessity for decentralization, the tendency toward extensive centralization has accompanied development. Burma's now-discontinued program of democratizing local

administration is described and the problems that had arisen are discussed. Difficulties included the inability to define clearly and precisely the roles of local and central governments; integration of central government administration with that of local government at the lower level; the choice between generalist and technical field administrators; and the role of the chief executive officer.

162. United Nations. Interregional Seminar on Major Administrative Reforms in Developing Countries: Falmer, Brighton, United Kingdom of Great Britain and Northern Ireland, 25 October-2 November 1971. New York: United Nations, 1973 (ST/TAD/M/62).

Volume I: Report of the Seminar

This seminar was convened by the Public Administration Division of the Department of Economic and Social Affairs of the United Nations Secretariat in response to several recommendations for the exchange of information on national efforts for major administrative reform. Major administrative reforms were defined as "specially designed efforts to induce fundamental changes in public administration systems through system-wide reforms or at least through measures for improvement of one or more of its key elements, such as administrative structures, personnel and processes."

According to this report, the main objectives of the seminar were the following: 1) to analyze national efforts for major administrative reform designed to accelerate economic and social development in developing countries; 2) to identify factors both conducive and inimical to the success of reform efforts; 3) to develop criteria for the appraisal of administrative reform efforts; and 4) to evolve guidelines for the formulation and effective implementation of administrative reform programs under different economic and social conditions. Participants from several developing and developed nations were in attendance.

After a brief review of introductory addresses, this report presents the points brought out in discussion on four major topics: goals and planning for administrative reform; strategies; substantive concerns; and effectuation of administrative reforms. Some interesting points that were made are as follows:

- Although the seminar participants tended to agree on the general goals of administrative reform, it was difficult to define operational objectives due to the absence of an "administrative reform technology," among other factors.

- Effectiveness, rather than mere efficiency and

economy, was highly valued as a goal in reform.

- Information was viewed as highly important in the identification of administrative problems and their solutions.

- Questions to consider in planning reform include:

- 1) Who should be entrusted with the reform task?
- 2) How can leaders who can influence reform outcomes be involved in the planning process?
- 3) How can information be gathered, issues clarified, and alternatives spelled out?
- 4) What resources are required for implementation?
- 5) Where can opposition be expected?

- Among the instruments of administrative reform are the law; the education and training of administrators, research analysts, and trainers; and the support of political leaders.

- A systems approach in all administrative reforms, whether comprehensive or partial, was encouraged.

- Reform in government machinery can be based on organization by functional groupings, by procedure, by geographical zone, and/or by client groups. In reforming government machinery in developing countries: 1) all institutions and agencies should be organized so as to facilitate economic and social development and to be able to respond to dynamic changes; 2) the government structure should be as simple and as economical as possible, subject to its being politically feasible and operationally effective; 3) the government must facilitate coordination and avoidance of unnecessary duplication of efforts; 4) the organizational structure should allow politicians and administrators to take a comprehensive, systems approach to problems; and 5) the machinery should enable civil servants to contribute, improve and advance in their careers.

- A vital element in reform is the installation of a modern personnel system permitting the recruitment, retention, promotion, motivation, remuneration, etc., of competent staff.

- Administrative deconcentration (delegation of authority to field units of the same department or level of government) should make more effective the processes of decision and execution and decongest the capital. Devolution (assumption of authority and responsibility by local government units or statutory bodies) should enable citizens to participate in decision making and administration.

- It is generally desirable to link decentralized levels with national levels in the major decisions which are vital to national aims. Local interests must be made partners in development with the national authorities.

- The basic criterion for decentralization is the accelerated pace of development of the country concerned with maximum feasible popular participation. With

development, as the administrative burden gets heavier at the center, the need for decentralization grows. By decentralizing certain areas of administration--those of local concern--the national government can devote more attention to key policy questions and simultaneously supervise more effectively programs in the field

- Other conditions that should precede decentralization are the development of democratic principles governing the functioning of the State in general, economic and social planning, an adequate judicial system, an appropriate administrative structure, trained manpower and technical equipment.

- Boundaries of local administrative areas might require redrawing to ensure effective administration through decentralization.

- Critical importance is attached to the values of the people--values that will determine the success or failure of any reform effort, whether it involves decentralization or not.

- Designing the strategy for administrative reform involves the analysis of five factors: the environment, implementation requirements, timing, identifiable contingencies, and the interaction among those factors. Money, power, talent, procedures and organizations must all be taken into account.

- Evaluation of the results of administrative reform is difficult because it is hard to separate the contribution of public administration to economic and social development from that of other forces.

- Information needs are crucial. The information system can be developed to meet criteria related to intra-administrative dynamics and to effective implementation of programs and service delivery.

- International cooperation in developing administrative reform is considered very important.

Volumes II and III: Technical Papers

Included in these two volumes are twenty-two papers (nineteen in English, two in Spanish and one in French) dealing with specific aspects, strategies, evaluations, case studies, etc., of administrative reform. A brief review of these papers reveals that much of the material in them is condensed in the report of Volume I. Only the authors and titles of the papers are listed here:

A. Fonseca Pimentel, "Dinámica de la reforma administrativa: la experiencia brasileña," 1-10.

Leigh Grosenick and Frederick C. Mosher, "Administrative Reform: Goals, Strategies, Instruments and Techniques," 11-25.

Gerald E. Cliden, "Impact and Implications of Administrative Reform for Administrative Behaviour and Performance," 26-44.

- N.K. Mukarji, "Formulation of Administrative Reform Strategies," 45-54.
- Adebayo Adedeji, "Formulating Administrative Reform Strategies in Africa," 55-73.
- Wilburg Jimenez-Castro, "Estrategia de reforma administrativa en la América Latina," 74-87.
- Hahn-Been Lee, "The Role of Leadership in Administrative Reform," 88-98.
- Jean Fourre, "La loi, instrument de réforme administrative," 99-120.
- Eugene Grebenik, "Training in the Civil Service," 121-140.
- B.L. Jacobs and Bernard Schaffer, "Training for Improved Performance by Public Services: An Assessment," 141-151.
- M.B. Brodie, "Organizational Reform and Development," 152-163.
- Volume III:
- Houshang Pirnazar, "Appraisal of the Results and Consequences of Major Administrative Reforms," 1-14.
- T.E. Chester, "Major Concerns in Administrative Reform: Welfare Administration," 15-23.
- Sir William Armstrong, "Management Problems in the Civil Service of the United Kingdom of Great Britain and Northern Ireland," 24-36.
- David E. Awotwi, "Major Administrative Reforms in Developing Countries: Review of Ghanaian Experiences through Analysis of Significant Case Studies," 37-57.
- N.S. Carey Jones, "The Impact of Planning and Public Enterprise on Public Administration and Measures for Administrative Reform," 58-88.
- Zygmunt Rybicki, "Decentralization and Its Significance for Reforms of Public Administration," 89-105.
- Aryeh Attir, "The Implementation of Administrative Reform Measures," 106-116.
- G. Ahmed, "Role of Commissions and Committees in Administrative Reform," 117-128.
- Gilbert B. Siegel, "Making Major Administrative Reform Acceptable and Operational," 129-151.
- William Siffin, "Development Administration as a Strategic Perspective," 152-160.
- Geoffrey Burgess, "Technical Co-operation as a Source of Ideas, Models and Assistance in Administrative Reform," 161-174.

163. United Nations Technical Assistance Programme. Decentralization for National and Local Development. New York: U.N. Publication, 1962.

According to the authors, the Working Group on Administrative Aspects of Decentralization for National Development, the purpose of this study is to "identify the principal forms of decentralization and to provide guidance on methods of dealing with the main problems likely to be encountered under each." Chapters include purposes and forms of decentralization, size of areas and number of tiers for field administration and local government, area division of powers and functions, participation and representation of the people, staffing decentralized services, financial aspects of decentralization, and central agencies for rational decentralization and the improvement of local governments. While throughout this report it is emphasized that the form and specifics of decentralization will differ from country to country, some general principles are advanced. For example, the Group writes:

" . . . functions that are plainly local in character, such as provision of drinking water, market facilities, community washing facilities, community irrigation, and local streets, should be allocated to local authorities whenever possible" (25-26).

164. Uphoff, Norman T. and Milton J. Esman. Local Organization for Rural Development: Analysis of Asian Experience. Ithaca, New York: Rural Development Committee, Center for International Studies, Cornell University, 1974.

Operating within the institution-building framework (see Eaton, #46), the authors are concerned with the role of local institutions in the drive for rural development. Local institutions are those "structures, governmental or associational, which are locally accountable and which participate in the tasks of local governance." Since local branches of the central government agencies are not accountable locally, they are not included in Uphoff and Esman's definition of truly local institutions.

Viewing local governance as a process of decision making at many levels (provincial, district, sub-district, location), the authors are concerned with the network of decision making and communication as it contributes to the utilization of resources for mutually agreed-upon development objectives. Rural-development local institutions perform six major functions: planning and goal setting, resource mobilization, provision of services, integration of services, control of administration, and making claims. The organizational channels that link the rural populace with the national

institutions controlling resources and policies are the following: state administration, local government, associational organizations (e.g., cooperatives), political organizations (e.g., party branches), and the private sector.

Uphoff and Esman see local organization as one of the more important independent variables that affect the dependent variable of rural development. "Local organization" is operationalized through use of two sub-variables: 1) political-administrative linkage reaching down to, and up from, the various levels of sub-national organizations and, 2) the relative importance of these local organizations in rural development. "Rural development" is operationalized to include agricultural productivity (several measures), rural incomes, and rural welfare (nutrition, health, education, etc.).

Uphoff and Esman do not include popular participation or local autonomy as essential elements of local organization in the drive for rural development. Development can occur without local popular participation given certain conditions; hence, the authors view participation as facilitating development but not absolutely necessary to it. As for autonomy, Uphoff and Esman argue that autonomy of local institutions is an unrealistic and counter-productive objective; their emphasis is on the importance of linkages among levels and organizations.

According to the authors, there are four basic structural conditions for successful local organization: 1) a relatively equitable (not necessarily equal) distribution of such assets as land; 2) multi-level organization with at least two tiers giving the benefits of both solidarity and scale neighborhood organizations of thirty to fifty families and local organizations serving a minimum of ten thousand people; 3) multiple channels, with parallel local organizations performing collectively the crucial linkage functions; and 4) decentralization, the "distribution of authority among levels of government."

Regarding decentralization, the authors argue that the more complex and powerful the technology, the more capital intensive, the slower the payoff or return, and the more specialized and scarce the technical and managerial skills required, then the more likely centralized operations are required. However, the more commonplace the technology, the more people involved, the simpler the management skills required, the more quickly results can be achieved, and the more feedback required, then the stronger is the case for decentralization. Uphoff and Esman argue for "controlled" rather than complete decentralization, noting that

effective decentralization is usually best constrained by firm policy guidelines and centrally established standards enforced by regular inspections and other forms of audit and control, while operations are left in the hands of locally based personnel. Decentralization is a matter of kinds and degrees, and is best implemented in terms of specific functions. The authors reject a zero-sum approach to central and local power. Instead, they argue that the power of the central government is enhanced when power is effectively and constructively delegated or devolved to local organization. Given the right conditions, both levels of government benefit in a decentralized arrangement. An important one of these conditions is that the goals of central authorities and of local organizations are compatible.

Uphoff and Esman list and discuss four supporting "behavioral conditions" that facilitate effective local organization: 1) a moderate degree of local popular participation; 2) effective local leadership; 3) mechanisms for the exercise of politics and conflict resolution; and 4) institutionalization, that is, the regularity and predictability of people's activities and performance with respect to local organizations.

Drawing from what has already been summarized here, the authors offer seven principles for local organization: local institutions should be 1) multi-level; 2) linked to other decision centers by multiple channels; 3) vested with several functions but not too many in any one institution; 4) endowed with the means to resolve conflict and deal effectively with political realities; 5) armed with sanctions from above and below to control the acts of local leaders; 6) involved in the decentralization of operating decisions within a system of centrally determined policies; and 7) based on an equitable distribution of assets and income.

The data base for Uphoff and Esman's research comes from eighteen case studies conducted by colleagues in sixteen Asian nations. Observer rating measures and census data played an important role in data collection.

165. Van Horn, C.E. and D.S. Van Meter. "The Implementation of Intergovernmental Policy." In C.O. Jones and R.D. Thomas (eds.), Public Policy Making in a Federal System (Beverly Hills, California: Sage Publications, 1976).

After a brief discussion of the study of intergovernmental relations and of policy implementation, the authors outline a descriptive, heuristic model of intergovernmental-policy implementation. Eight sets of variables that influence implementation efforts to

achieve local program performance are interrelated in Van Horn and Van Meter's model: policy resources, policy standards, communications, enforcement, dispositions of implementors, characteristics of the implementing agencies, the political considerations, and economic and social conditions. The attempt is made here to integrate three, hitherto separately analyzed, explanations for unsuccessful implementation into a comprehensive view of the implementation process. Implementation fails because implementors do not know what to do (communications problem), do not have the capacity to do what is required (capability problem), and/or refuse to do what they are expected (dispositional problem).

Although the model offered here is presented in the context of U.S. federal intergovernmental relations, it might be a useful one for examining the problems of central policy-making/local policy-implementing relationships in a deconcentrated system, or, for that matter, those of policy implementation under any decentralized arrangement.

166. Von Sperber, K.W. Public Administration in Tanzania. Munich: Weltforum Verlag, 1970.

The author describes the development of public administration in Tanzania through three major periods: the German colonial period, the British B-Mandate period, and the post-independence period. Throughout this volume, the interrelationships among central and local administrative institutions are highlighted.

Among the problems of local government in Tanzania, Von Sperber focuses on the lack of qualified staff and insufficient financial resources. Both of these are required for effective economic planning and implementation at the local level. He describes Tanzania's recent program of "planning from below" with "people's plans" on the village, district, and regional levels. The central government still maintains a great deal of control over this "planning from below", through its representation on the district and regional development committees, to whom village plans are subject for approval. Further limiting the effectiveness of village committees is the lack of competent staff; they, therefore, must submit to their more competent central government counterparts. This mixture of formal decentralization, but virtual centralization, in local planning is inadequate in Von Sperber's opinion. He suggests that central government transform its assistance into more guidance in the form of clear regulations governing the relationship between central and local authorities.

167. Wagner, Richard E. The Fiscal Organization of American Federalism: Description, Analysis, Reform. Chicago: Markham Publishing Company, 1971.
- Instead of focusing on choices among alternative means of financing public services, the author suggests the study of fiscal organization should rather examine the choice about the degree of political-fiscal centralization. After stating some principles of fiscal organization in a federal nation, he proceeds to points of strain in American fiscal organization, and to proposals for reform, especially through conditional grants and revenue-sharing.
168. Washnis, George J. Municipal Decentralization and Neighborhood Resources: Case Studies of Twelve Cities. New York: Praeger Publishers, 1972.
- Decentralization is viewed as not only a means of improving services, but also a means of involving citizens in decision making and establishing a "sense of community". Six community decentralization models are briefly described: 1) exchange model, in which communication between government and citizens is improved through the use of field officers, local citizen advisory boards, ombudsmen, multiservice centers, etc; 2) bureaucratic model, in which authority is delegated to subordinate civil servants in functional or territorial areas of operation; 3) modified bureaucratic model, in which district managers are responsible to both the central government and to an area council representative of the residents; 4) development model, in which community corporations place policy and administrative functions under resident control; 5) governmental model, in which new political subunits are created and given broad governmental powers; and 6) partnership model, in which the bureaucratic and development models are combined to allow the central government ultimate control over local boards empowered through ordinance, charter or contract. After a brief discussion of the various goals of decentralization arrangements, the author provides twelve case studies of municipal decentralization efforts: Los Angeles, San Antonio, Kansas City, Chicago, Norfolk, New York, Atlanta, Houston, Boston, Baltimore, Columbus, and San Francisco. These efforts are then evaluated as to their impact. Some recommendations for municipal decentralization are offered in a concluding chapter.
169. Waterston, Albert. Development Planning: Lessons of Experience. Baltimore: The Johns Hopkins Press, 1965.
- In Chapter IV, "Stages of Development Planning," Waterston describes how the initial adherence to

centralized planning and implementation in the socialist countries (USSR, Eastern Europe, China) is giving way to decentralized implementation in most of these economies and decentralized planning in some (e.g., Yugoslavia). While centralized management may be necessary in the early stages of economic development, it becomes counterproductive as the economy becomes more complex. Briefly described is the USSR's recent efforts to expand its information system with computerized methodology.

In the mixed economy countries, a project-by-project approach to planning is taken. Waterston lists various shortcomings of this approach. Changes in the stages of development of mixed economy countries, however, tend to lead to more centralization in both planning and implementation.

Waterston also discusses in this chapter comprehensive planning, econometric model building, and partial planning (e.g., integrated public investment planning).

170. Weidner, Edward W. (ed.). Development Administration in Asia. Durham, North Carolina: Duke University Press, 1970.

A few chapters in this volume treat issues specifically relevant to decentralization and its management. They are as follows:

José Veloso Abueva, "Administrative Culture and Behavior and Middle Civil Servants in the Philippines," 132-186.

Among the attitudes and values of civil servants that were tapped and analyzed here are those relating to delegation of authority from above and delegation of authority to subordinates.

Harry J. Friedman, "Administrative Roles in Local Governments," 251-276.

Local government systems are viewed as decision-making processes which consist of the decisions made by public agencies and the perception of those decisions by the general public. Perception affects the nature of the process and the roles of administrators; and the types of structures affect the types of perception. Developing nations are changing decision-making processes from administrative-oriented (routine implementation of a prior, generally applicable decision) to policy-oriented (extraordinary review of existing decisions, or all-new decisions, which implicate major values of a large number of people, with value judgments rather than technical criteria as major factors in the decisions made). As these changes occur,

administrative roles undergo several changes, some of which are dysfunctional to development.

The ultimate goal of developing countries may be a new sort of administrative orientation which occurs in a differentiated context--that is, where some decisions that require efficiency and rationality are programmed, but where others are left to non-bureaucratic institutions.

Inayatullah, "Local Administration in a Developing Country: The Pakistan Case," 277-308.

The author examines the role of the deputy commissioner as the representative of the central and provincial governments in the local district in Pakistan. The relationship between field administration and local self-government (system of Basic Democracies) is examined in detail.

171. Weiker, Walter F. Decentralizing Government in Modernizing Nations: Growth Center Potential of Turkish Provincial Cities. Beverly Hills, California: Sage Publications, 1972.

Weiker treats the decentralization problems in light of his field research in two Anatolian cities of Turkey. He views provincial cities (not the well-established capital and other metropolises) as having more or less potential for becoming growth centers which are vital to development on a national level. "In all except possibly the smallest countries, there must be deliberate stimulation of multiple 'growth centers'-- i.e., regional complexes centering on sizable cities which become the foci of industry, education, commerce, and so on" After a brief review of the Turkish local-national situation, Weiker provides case studies of Eskisehir and Kayseri in order to explore the actual activities, structural arrangements, leadership, and resources each has to offer for national development.

172. Werlin, Herbert H. "Elasticity of Control: An Analysis of Decentralization." Journal of Comparative Administration, Vol. 2, 1970-71, 185-209.

In general, there is low regard for decentralization in underdeveloped countries for several reasons: competent bureaucrats are in short supply; funds for local government are lacking; fear of local corruption and conflict, etc. The tendency in much of the underdeveloped world is toward "monocephalism", in which those who assume leadership assert control over all aspects of law-making and administration. Yet decentralization can be found in unauthorized forms out of necessity.

In developed countries central government control over local affairs is "elastic" (i.e., used only when absolutely necessary; but always potentially possible), while in undeveloped countries, it is "inelastic" (i.e., political control does not readily increase or decrease in reaction to need). Elasticity of control requires social cooperation, persuasion, instead of corruption, supervisory and advisory mechanisms, commonly shared rules and standards, and local popular participation in government. "Elasticity of control is based upon the idea that, as a country modernizes politically, the forms by which authority is exercised become progressively less coercive and more persuasive."

Elasticity of control facilitates innovation, and it makes conflict both permissible and functional. More or less centralization or decentralization is not the issue; instead, how to have strong governments, both central and local, is the important question. The achievement of elasticity of control requires the creation of ways to delegate authority and to support, supervise, and guide these delegates of authority.

173. Wickwar, W. Hardy. "Patterns and Problems of Local Administration in the Middle East." Middle East Journal, Vol. 12, 1958, 259-260.

The author relates how French government organizational forms were adopted and modified by Middle Eastern nations. Particularly interesting is the lack of success establishing the French commune with its elective municipal council as a decentralized agent of the central government on the local scene. Wickwar discusses reasons for this, and he outlines other problems for the future of local government.

174. Wraith, Ronald. Local Administration in West Africa. New York: Africana Publishing Corporation, 1972.

In the first chapter, "Decentralization," Wraith conceptually divides decentralization into deconcentration and devolution. Deconcentration involves departmental field units at the region or province level and can extend to the division or district level as well. Devolution is subdivided into administration assumed by special statutory bodies, or by local government. The subject of Wraith's book is local government.

Wraith briefly describes four types of local government that are found in the world today: the French, the Anglo-Saxon, the Communist and the traditional (tribal). A great deal of mix of these four types can be found in West African local governments.

Wraith notes that "the characteristic problem of the developing countries of West Africa is that they are

trying to follow the two paths of deconcentration and devolution without the material resources of manpower, equipment, and finance to follow either successfully. Their basic problem is to deploy scarce resources to the best advantage, and this dual pursuit is wasteful of such resources as they possess." Wraith further argues that there is not even enough work to justify the existence of both types of administrative systems.

Local administration in many parts of Africa is really a mixture of deconcentration and devolution; the patterns of relationship are so varied that it is sometimes difficult to separate local from central government. Among these patterns are the use of the Government Agent and secondment.

Other chapters in this book deal with the ecology and function of local government, local authorities, local government personnel and revenue, and party politics in local government.

Several chapters are devoted to local government in larger cities, and in Sierra Leone, Ghana, and Nigeria.

175. Wright, Deil S. and David E. Stephenson. "Five Fiscal Dilemmas: The State as Middleman." State Government, Vol. 47 (2), Spring 1974, 101-107.
- Five pincher-type forces: tax sources, revenue responsiveness, tax resourcefulness, tax productivity, and the intergovernmental financial outlays of the states have put the states in a fiscal squeeze. The states' middleman position poses many limitations, but also some positive potentials for the future.
176. Yin, Robert K. and Douglas Yates. Street-Level Governments. Lexington, Massachusetts: D.C. Heath and Company, 1975.
- After a review of the historical background of urban decentralization, the authors classify seven decentralization strategies along two dimensions: the degree to which responsibility and power are transferred to the people affected by a particular program, and the degree to which the program is geographically localized. The case survey method (described in detail) is used to evaluate over two hundred decentralization efforts (reported in case studies) in terms of five outcomes: 1) increase in flow of information between servers and served; 2) improvements in service officials' attitudes; 3) improvements in client attitudes; 4) improvements in services delivered; and 5) increase in client control. Case studies that were examined included those in safety, education, health and multi-service delivery, and in community economic development.

177. Ziring, L. "The Administration of Basic Democracies." In G.S. Birkhead (ed.), Administrative Problems in Pakistan (Syracuse: Syracuse University Press, 1966), 35-62.

The author discusses the Basic Democracies program of decentralization instituted in 1959 in Pakistan. After a detailed description of the new administrative structure, Ziring comments on several problems that have surfaced in the new program, such as the continuing dominance of civil servants in what was meant to be a grass-roots political/administrative structure, the lack of authority given to low-level officials, and the neglect of traditional administrative institutions in the new system.

EVALUATION FORM

In order to evaluate the usefulness of this document and to improve continuing research in the decentralization area, we would greatly appreciate your critical comments on the usefulness of Managing Decentralization: An Annotated Bibliography. Please complete and return the following brief questionnaire.

1. In general, how would you rate this bibliography? (Check one.)

Excellent Good Poor Unsatisfactory

2. To what extent do you see this bibliography as being useful in terms of (check one box on each line):

	Very Useful	Somewhat Useful	Not Useful
Generally introducing the <u>reader</u> to the decentralization literature	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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- a. Content of the Introduction and entries
- b. Coverage of the literature (too broad? too narrow? Explain.)
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5. What is the basis for your interest in the management of decentralization? Please check any of the following items that apply.

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We would appreciate any lists of references and/or copies of any operational materials that deal with the management of decentralization. In this regard, your assistance would be invaluable. Thank you.