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ESTABLISHMENT OF A BILINGUAL INSTITUTE OF
MANAGEMENT AND PUBLIC ADMINISTRATION
IN HAITI*

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INTRODUCTION

The improvement of public administration and management skills is a basic pre-requisite for any country's economic and social development. Shortages of highly skilled, qualified and experienced personnel is a feature common to all countries, yet the impact is felt more deeply in the less developed nations of the world where optimal utilization of all available skills is imperative. The shortages in skilled administrative and managerial manpower in developing countries may be attributed to the legacy of past colonial administrations geared to agrarian, politically-dependent economies which have now changed and have emerged as independent nations with new needs and new goals; the vacuum left by departing colonial administrations; and the continuing cyclical impact of economic underdevelopment.

Developing countries rely on bilateral and multilateral aid utilizing expertise of advanced nations as provided by consultants, bureaucrats or skilled professionals who are not always familiar with specific needs of a particular country within its socio-economic and cultural framework. Thus, the assistance they render becomes less useful in value.

The public and private sectors of most developing countries are expanding, and in their increasing complexity brought about by growing populations, human needs and international

interaction, functions requiring administrative and managerial skills in economic, social, legal and technological areas have become most necessary. For example, most developing countries need to gather basic and fundamental data for use in policy-making and planning - data such as assessment of transportation needs, assessment of public debt, land use data, reassessment of penal systems or education systems etc. Almost all countries are expanding trade on an international basis or are building plants and factories to raise economic production. Social and demographic changes are occurring in all countries and the public service sector cannot hope to function efficiently with defunct and antiquated methods and procedures utilized in their administrative systems.

Even developed countries such as Britain and France, among others, have reorganized and reconstructed their civil services and have instituted expanded training programs to adjust to economic and political changes stemming from decolonization and from changing technology. Thus, the training of skilled personnel to fulfill these increasingly complex functions is of fundamental importance in the economic development process.

A unified, non-segmented, co-ordinated, efficient administrative system which takes into consideration social, cultural, economic, historical/political factors can be developed by the establishment of an appropriate training institution for higher echelon administrators and managers.

The Republic of Haiti provides an attractive, diverse social, historical and economic basis for the establishment of an Institute of Management and Public Administration. Its proximity to the United States on the one hand and to the developing countries of the Caribbean and Latin America on the other, make its geographical location significant.

The existence of a viable education system with a university at Port-au-Prince provides a complementary basis upon which an Institute of Management and Public Administration can be established.

In addition, the influence of the French, Spanish, British and Americans have made it feasible, in fact desirable, for a bilingual institute to be set up in Haiti, not only to assist in the development of national cadres of civil servants and managerial personnel, but also eventually to assist surrounding developing countries to do the same.

Existing sources of information and data can be found in the Haitian Statistical Institute which can serve as a complement to the work of the proposed Institute, the Conseil National de Developpement et de Planification (CONADEP) which is important as a planning guide and an aid to policy-making activities.

The establishment of this Institute would be beneficial for the various governmental and other agencies and organizations, as it could act as a source and basis of co-ordination

and organization. The Institute would be required to train high-level, skilled personnel to carry out national 'development' plans including improvement of the fiscal system (revenues, expenditures, banking currency), transportation and roads, social and welfare services, agricultural exports, tourism, irrigation, health, education etc. - areas which have been accorded priority status in the Haitian planning process.

In addition, development of expertise in negotiations of foreign aid and investment, public order, the justice and penal system etc. are also to be included. Finally, the Institute can play the role of 'diploma-giver' and hold examinations for various higher levels of the civil service system.

The impact of the Institute would reduce dependence on cumbersome bureaucracy and it could help to solve problems of disunity or conflicting interests between governmental departments, and it could introduce modernizing elements into the public and private administrative and managerial cadres which would more effectively be able to acquire and control manpower and technology for beneficial results. Another source of benefit would be apparent in the reduction of discrepancies between formal rules and procedures on the one hand, and actual informal practices on the other. The presence of the Institute could create an esprit de corps which is geared to the nation as a whole rather than to

particular interest groups, and finally it could provide a more even distribution of highly skilled personnel in various ministries and industrial sectors to effect co-ordinated activities and implementation of viable, efficient planning schemes.

In general, practical training for high level public administrators and managers is necessary but insufficient for efficiency, economic development and social growth. Built-in flexibility of scope is required as complex, sophisticated, diverse jobs are developed. Any training program therefore requires the following general orientations. The Institute should therefore:

- o provide an incentive structure for existing and new administrators and managers;
- o provide the capability for interchangeability of top echelon staff so that bureaucrats, policy-makers, educators and politicians can act jointly or severally as agents of change and progress;
- o provide a comprehensive understanding of the total functioning of the government and industry identifying the differing needs of decolonized developing countries;
- o be able to develop and implement improvements and modifications into the public administration system without the limiting factors of any one familiar colonial system;
- o be able to standardize the training and level of graduating students and inculcate similar thinking necessary for proper co-ordination and efficiency;
- o gear training to current and forecasted needs and growth patterns envisaged on a national basis;
- o be able to monitor the existing requirements and assess the future needs for such administrative and managerial personnel.

Thus, the Institute of Management and Public Administration in Haiti would need to provide not only training, but eventually, also consultative, informational and research facilities. It will need to be in constant contact with governmental ministries, universities, industry and business sectors and professional persons or experts from the national and international community in order to function in the most satisfactory manner.

OBJECTIVES OF THE INSTITUTE

The Institute would have the following objectives which could be achieved in gradual stages. The essential objectives are:

1. The Institute should furnish means for training and retraining senior civil servants and managers, and higher echelon administrators in the private sector, and should inculcate a spirit of co-operation, unity, co-ordination and common interest among them.
2. The Institute should develop mutual understanding between different cadres of personnel in different systems of government and business or industry, develop a common attitude toward administrative practice, encourage dialogue between various interest groups to facilitate economic co-operation and to eliminate existing inhibiting or divisive factors.
3. The Institute should assist in the integration of policies, procedures, practices, terminology etc. used in administration.
4. The Institute should provide an environment conducive to exposure of existing and new administrators and managers to new concepts in management on an ongoing basis.
5. The Institute should provide a basis for research and study oriented toward co-ordination between international

organizations and agencies, the international economic community, and the government of Haiti; as well as toward the specific needs of developing countries in the field of administration.

6. The Institute should develop short-term programs for higher echelon administrators and managers and others responsible for policy-making, planning and implementation of programmes geared to economic development and social change. Questions of actual direct interest to Haiti would be given highest priority.
7. The Institute should develop long-term programs comprising of diploma courses for junior and middle-level administrators and managers so as to prepare them for higher echelon positions and thereby enhance their future career development.
8. The Institute should provide information, consultative services and publish reports and articles on studies, meetings, strategies, methods etc. related to the management and administrative process.
9. Finally, the Institute should maintain ongoing liaison with international and national organizations or agencies involved with training and research for economic development.

SCOPE OF ACTIVITY OF THE INSTITUTE

The Institute of Management and Public Administration to be established in Haiti would function optimally as a multi-purpose establishment involving the following functions:

I. Teaching and Training

Several different educational levels are involved in the preparation of high calibre administrators and managers. The Institute would be more than a purely academic institution. To achieve its goals the Institute would:

- (a) Maintain liaison with the University of Haiti and the school system which would be responsible for providing pre-entry preparation of students, essential as a basic requirement for further training provided by the Institute. (See Appendix I).
- (b) Maintain liaison with governmental ministries and thereby provide practical experience for students of the Institute. A combination of formal high-level seminars with on-the-job practical experience or a management-trainee system whereby rotations in work-study assignments can provide a flexible, mobile corps of administrators is desirable.
- (c) Maintain liaison with existing technical assistance and aid groups on an international level whereby

external up-to-date developments in the fields of administration and management from the United States of America, Britain, France etc. can be brought within reach of students of the Institute. The utilization of guest speakers or panels can be encouraged by the Institute to hold lectures, discussions and seminars on relevant topics.

- (d) Develop a civil service examination system to co-ordinate and standardize quality of public administrators and managers.

II. Research

While initially not essential for the establishment of the Institute, this function is eventually most necessary for keeping abreast of innovations, for problem-solving within the national context, for improvement of administrative and managerial practices in the public and private sectors. This function is important for maintaining longevity, long-term relevance, usefulness and dynamism of the Institute.

Liaison can be developed with the Haitian Statistical Institute and with other existing bodies of a similar nature to undertake studies of comparative administrative practices

in various countries. Research undertakings would therefore include surveys and analytical studies on the one hand, and the ability to provide informational and advisory services on the other.

The research function would also allow for the preparation of guides and manuals, and materials for training courses geared to the specific needs of the nation, the economy, the sub-sectors of the economy, and for other developing countries as well.

III. Consultative or Advisory Services

Haiti is centrally located to serve not only its own national needs but also those of surrounding developing countries in the Caribbean, Central and South America, among others who may request information, data or general advisory services. The development of advisory capabilities will be of long-term benefit to the Institute and the geographic region. This activity is particularly useful for developing countries where a continuing need exists for solving problems relating to improvement or modification of antiquated legacies of colonial administrative practices which continue due to lack of viable alternatives.

IV. Information Services

A bilingual library and documentation centre for professional and technical materials can be gradually built up as a useful part of the Institute. Funding can be provided as part of establishment costs initially and later by donations from universities and publishers of more advanced countries, various United Nations agencies and international aid organizations. The latest literature on subjects of interest can be acquired and reciprocity with public and academic libraries can be developed. The library should be accessible to all senior public administrators, and managers in the private sector and students of public administration and management.

The Institute can publish catalogues, instructional materials, research monographs or professional/technical articles incorporating the much-needed comparative analyses of the needs both of developed and developing countries. Contributions from eminent international persons in the fields of interest can be published here. This would also provide a potential source of funds for the Institute from the proceeds of subscription fees etc.

* * *

The scope of activity of the Institute described above is not only wide but varied. It provides flexibility within a long-term and short-term orientation, it provides for the specific needs of a developing country by evolving new forms

of public administration and management practices and procedures viable within the context of a particular developing country, it provides training for specialists or generalists, training for abstract thinkers and for the practically-oriented, it can train new personnel and re-train existing staffs, it can build up a unified co-ordinated cadre of high echelon civil servants and management executives who have a broad knowledge of their government and also a specific knowledge of their own field of expertise which is an essential ingredient for national economic development. Finally, the Institute can assist in the policy-making and economic development planning process of Haiti.

THE ORGANIZATION OF THE INSTITUTE

The organizational structure of the Institute would comprise of the following:

1. An Administrative or Governing Council - comprised of a Director-General and representatives of governmental ministries, public and private agencies, the university and special representatives from international organizations and from the student body. The functions would encompass policy-making, definition of goals and priorities of the Institute, approval of budget, determination of the size of the student body, issues of leadership, staffing, funding, evaluation of the functioning of the Institute etc.
2. A Director-General & Deputy Director-General - appointed on an apolitical basis on par with a civil service managerial position. Decisions would be based on Haitian needs and practices for such appointments.
3. A Program Committee - comprised of a small number of persons appointed from various sectors of government, industry, academe and international organizations. The functions would include assisting the Director-General in analyzing and evaluating research programs and maintaining external public contacts with the economic community. The Committee would also assist in defining program content, assigning responsibilities to various members of the staff, and identifying

areas where specialist consultants could be most effectively utilized. The Committee would also work with staff, administration and policy and planning departments to develop curriculum and syllabus, schedule classes, prepare course descriptions, decide upon evaluation methods, trainee programs, criteria for student acceptance etc.

4. An Office of Administration - comprising positions such as registrar, secretary-treasurer, personnel officer, general administrative manager, public relations officer etc..

The functions would include maintaining liaison with the public, the faculty, the students, the national governmental ministries, the international parties involved with the institute, and general day-to-day administration of the Institute.

5. A Department of Planning and Policy - attached to the office of the Director-General and responsible to work with the Program Committee in the planning and direction of policies and programs in keeping with national economic development goals.

6. A Research Department - responsible for identifying necessary areas of research related to economic development and improvement of national public administration and management cadres. The Department would be responsible for developing a comprehensive national development plan and indicating long-term priorities

of the government, assessing the existing educational infrastructure and training facilities and current and future training needs of the country by gathering relevant data.

7. Staff - comprising both academic and non-academic components. The academic staff would be made up of a sufficient number of experienced personnel drawn from the already existing university faculty, experienced administrators and international consultants or experts. In the long-term plan, the staff would be comprised of specialists and experts covering various defined subject areas within the scope of the Institute's activities. These persons will not only teach but also assist in further development of the training program.

The non-academic staff would encompass the entire range of needed clerical and service personnel who will manage the day-to-day functions of the Institute.

8. Premises

The location of physical facilities will be assigned by appropriate authorities taking into consideration the accessibility and proximity to students (civil servants and other members of the public), cost factors, phases of development of the Institute etc..

THE PROGRAM

The training program requires that priorities be fixed so that a comprehensive and efficient result may be achieved.

Among priorities to be considered are:

- o What kinds of training are of immediate importance to Haiti;
- o Should the existing civil servants and managers be retrained through remedial education or should new entrants be allowed to develop, or both;
- o Should the training be specialist or generalist in nature; long-term or short-term in duration;
- o Should the methods of teaching be through informal seminars and workshops, or by classroom lecture techniques;
- o What volume of students should initially enroll and to what volume should they be allowed to expand;
- o Should the training be of high, medium or low level initially, or should it be a mix;
- o What official languages would be utilized as media of instruction;

These types of issues define the basic ideology of the Institute and identify its goals.

PHASES OF DEVELOPMENT

The implementation of the training program will necessarily have to take place in stages or phases requiring a period of 2-3 years before actual operation is possible.

The phases would generally be as follows:

I. Preparatory Phase

At this time the following basic preparatory activities need to be undertaken:

- o Contacts to be established with relevant national and international organizations and agencies and experts in the subject areas of public administration and management;
- o Organization of seminars to formulate programs of training and research;
- o Identification of budgetary and personnel needs;
- o Financial planning and identification of funding sources and amounts available;
- o Nomination of the members of the Governing or Administrative Council, the appointment of the Director-General;
- o Establishment of the Program Committee;
- o Choice of location of the Institute (immediate and permanent);
- o Recruitment of basic, skeletal, primary personnel.

II. Phase A

- o Detailed formulation of various internal programs and types of diplomas to be awarded by the Council, Director-General, Program Committee.

- o Organization of short seminars on practical current subjects of interest and concern;
- o Detailed identification of needs related to language laboratories, library, eating facilities, residences (if any), health or medical clinics and other service facilities for staff and students.

III. Phase B

- o Construction of Institute if required or conversion of existing allocated premises;
- o Recruitment of full complement of personnel;
- o Identification of research activities and publication matter;
- o Incorporation of consultants in advisory capacities to assist in commencement of operations and actual training activities.

The Institute, upon achieving these goals, should be ready for operation at this time. It is recommended that relevant inputs be made by various experts and professionals in the field of public administration and management training during the various phases so as to provide a realistic and comprehensive program of training.

CONCLUSION

The Institute of Management and Public Administration to be established in Haiti will be a focal point in the country's economic development plan. Thus, it must co-ordinate its activities with government, industry, business and the university and yet it should maintain a certain level of autonomy in order to fulfill its objectives effectively. Autonomy is required for selection of students, minimal entry requirements, curriculum planning, methods of training, and research activities. Yet, a decision will have to be made whether the Institute should operate under the auspices of the university or a governmental ministry within the Haitian economic framework - at least in the initial phases.

Secondly, the initial shortages of trained staff can be overcome partially by introducing a program of gradual expansion of the scope of the Institute over a specified period of time. The post-operational phases can incorporate immediate current national priorities and can later develop the complementary areas. For example, Haiti is interested in agricultural export, government investment in roads, harbours, irrigation networks, tourism, taxation, banking and social services. These areas can be dealt with first followed by others.

Thirdly, there should be a constant awareness that the Institute does not fall into the category of preparing solely

for pre-entry skills. The purpose is to provide leadership skills for overall administrative and managerial improvement which is long overdue in most developing countries.

Fourthly, the questions of long-term vs. short-term training strategies, or creation of generalists vs. specialists, of government and industry priority sectors etc. are questions that must be identified and resolved by the Haitian governmental organizations in question.

Fifthly, the Institute can cater to all levels but must stress the upper echelons of administration and management.

Lastly, the question of administrative reform is both important and often controversial. The Institute should evolve into a gathering place for persons advocating practical and necessary reform in public administrative practice and systems - persons who are interested in the improvement of administration and not in mere criticism. Here, the Institute could act as an academic forum for the expression of ideas related to management issues.

The Institute would therefore become a source and agent of change, of innovation and of ultimate improvement so that national economic development goals can be achieved.

APPENDIX-I

Pre-Entry Preparation

This aspect of training is linked to the basic educational system of the nation, and acts as a preparatory base in the public administration and management training and development scheme. Specifics such as age, level of education, types of academic subject areas, level of entry into the administrative or managerial system, etc. need to be decided upon in advance (as is done in Britain and France).

Two aspects of pre-entry training can be considered: Mechanical aspects and Management tools.

1. Mechanical Aspects

Reading and writing skills - communication ability.
Drafting skills
Speaking skills
Graphic skills
Office procedures and techniques
Research skills
Human relations skills
Physical fitness and grooming
Foreign languages etc.

2. Management Tools

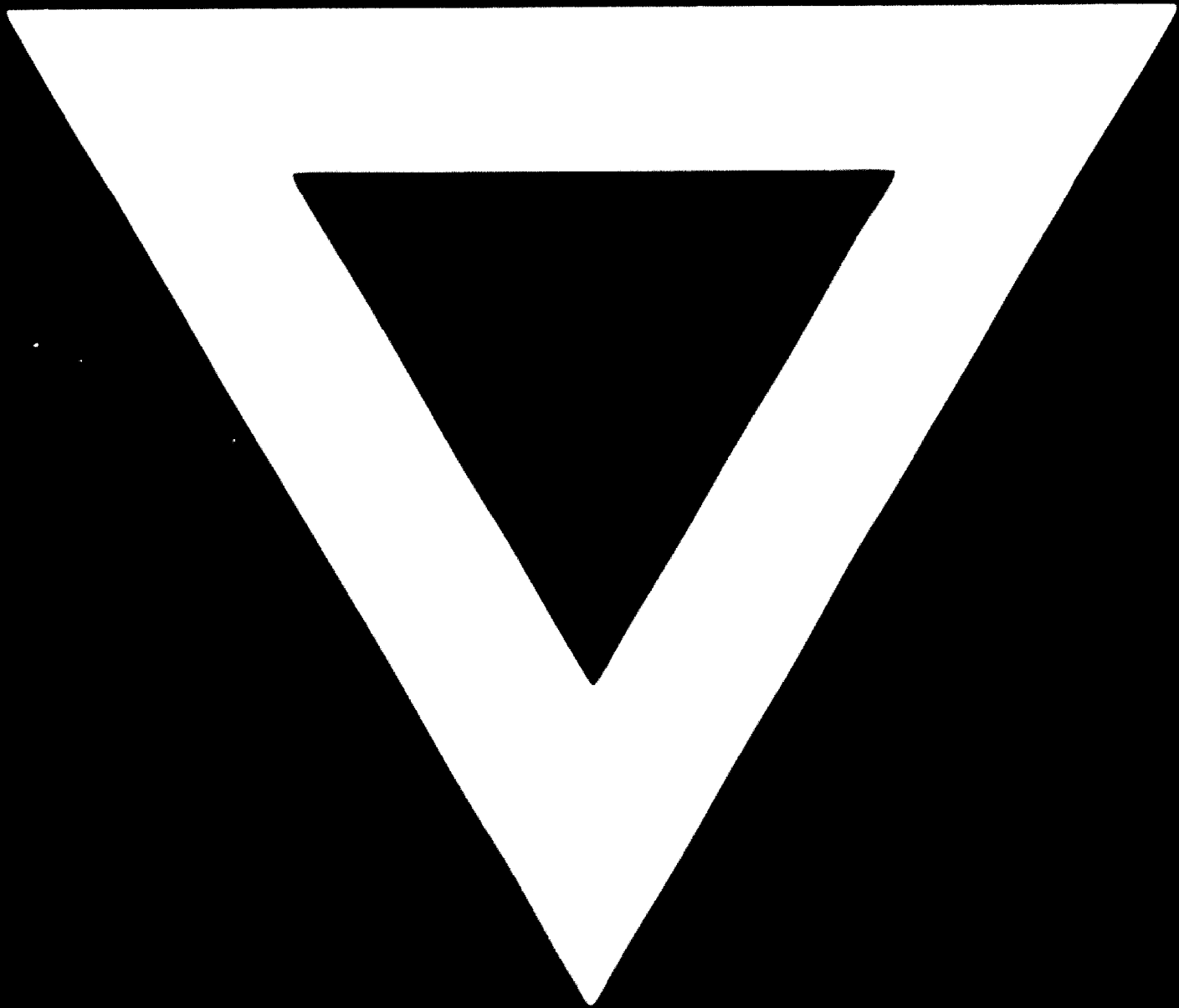
Seminar and conference techniques
Basic statistics, accounting, auditing techniques
Basic personnel procedures
Organizational psychology
Organizational management techniques
Support areas e.g. economics, political science, law,
social sciences, engineering etc.

APPENDIX-II

Subject Areas for Public Administration
and Management

1. The History and Art of Administration
2. Public administration in the U.S., Britain, France etc.
3. The experience of developing countries in public administration and management
4. The structure and function of government agencies and departments
5. Administrative power and control
6. Judicial procedures and related laws
7. Organizational analysis and development
8. Co-ordination of government sectors and departmental activities
9. Organization of fiscal management
10. Personnel management and the governmental career structure
11. Policy and program formulation, economic planning & development
12. Policy and program evaluation and analysis
13. Policy and program implementation - strategies, decision-making
14. Industrial planning
15. Investment analysis and promotion
16. Negotiation skills for bilateral and multilateral aid
17. Industrial project feasibility analysis, management & organization
18. Inter-industry analysis
19. Industrial co-operatives management
20. Administration and management of large-scale industry, small-scale industry, agricultural, social and industrial sectors, transportation, manpower etc.
21. Export promotion and marketing management
22. Development banks
23. Factory, plant and mill management and supervision
24. Labor management and industrial relations
25. Information systems management
26. Economic survey management
27. Executive development
28. Local vs. national governmental orientations
29. International management perspectives
30. Production and distribution management
31. Procurement, marketing and forecasting
32. Research management
33. Materials and maintenance management
34. Requirements of foreign service personnel etc.

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