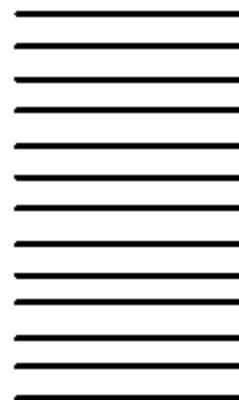
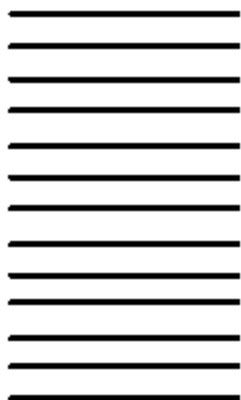


**WORKING PAPERS  
INDES**



**Management for Social  
Development: An Integrated  
Approach to the Management  
of Social Policies and Programs**

**Karen Mokate  
José Jorge Saavedra**



**Integration and Regional Programs Department  
Inter-American Institute for Social Development**



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**Karen Mokate<sup>1</sup>  
José Jorge Saavedra<sup>2</sup>**

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2006**

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## CONTENTS

<b>Abstract</b>	<b>iii</b>
<b>Introduction</b>	<b>1</b>
<b>Management for Social Development: Description and Characterization of the Field</b>	<b>2</b>
<i>Objectives of Management for Social Development</i>	2
<i>The Field of Management for Social Development</i>	3
<i>The “Management” in Management for Social Development</i>	6
<b>Six Challenges of Management in Public Spheres</b>	<b>8</b>
<i>Need to Focus on Multiple and Ambiguous Goals</i>	8
<i>Origin and Allocation of Resources</i>	10
<i>Legitimacy for Action</i>	11
<i>Interaction with Individuals and Communities</i>	12
<i>Scope of Management: Micro, Meso, and Macro</i>	14
<i>Verification of Public Value</i>	16
<i>Summary: Six Basic Challenges</i>	19
<b>A Conceptual Framework for Strategic Action in Management for Social Development</b>	<b>20</b>
<i>A Proposal for Public Value Expressed through Mandate, Mission, and Vision</i>	21
<i>A Definition of the Target Population</i>	22
<i>A Definition of the Areas of Action for Strategic Management</i>	24
<i>The Strategic Framework as an Integrated Model</i>	25
<b>Conclusion: Toward a New Conceptualization of the Responsibility in Management for Social Development</b>	<b>28</b>
<b>Bibliography</b>	<b>32</b>



## **Abstract**

Management for Social Development is a field of action (or practice) and knowledge focused strategically on the promotion of social development. Its objective lies in the creation of public value, thus contributing to the reduction of poverty and inequality, as well as to the strengthening of democratic states and citizenship.

Management for Social Development is supported by conceptual contributions and practices, offered simultaneously by the fields of Social Development, Public Policy and Public Management. The focus and actions that come from these fields characterize the field of Management for Social Development, with particular emphasis given to those that strengthen the capabilities and opportunities of traditionally excluded actors; develop the processes to design and implement inclusive and sustainable public policies; and focus management practices on effective results and impacts.

The present document attempts to define and characterize the field of Management for Social Development and proposing a conceptual framework that provides orientation to the strategic action of Management for Social Development. We consider these objectives relevant to the degree that they may contribute to creating awareness of the importance of effective management practices in the promotion of social development and to strengthening those practices.

This text highlights the creation of public value as a central element of Management for Social Development. It also emphasizes the importance of working with multiple actors interested or involved in promoting development. It recommends that management consist of simultaneous and strategic efforts in the areas of programmatic, organizational and political management in order to achieve effectiveness, which will be evidenced by impacts on the improvement of the quality of life and living conditions of the target population.



## **Introduction**

Management for Social Development is not a new field in Latin America and the Caribbean. Since the late 1980s, there have been educational centers in the region devoted to training professionals specialized in and committed to improving the processes related to the design, implementation and evaluation of social policies, programs and projects. During this period of time, the field of Management for Social Development has evolved and been consolidated through research, discussion and practice.

There is, however, little literature that actually defines and describes the field of Management for Social Development. In fact, the field has been characterized as “under construction,” as the ideas related to good management practices have changed rapidly in response to the dynamic and unpredictable environment in which the promotion of social development takes place in Latin America and the Caribbean. Kliksberg (1996:4) states that “Management for Social Development deals with optimizing the results of the efforts of social actors who confront [...]” the challenges of equitable social development.

Recently, the veritable explosion of educational and training programs on “Management for Social Development” has been accompanied by an increase in the number of interpretations on the nature and scope of the field. The proliferation of definitions or characterizations of Management for Social Development could jeopardize its consolidation into a field into a discipline that would be recognizable and distinguishable from other fields of study and action. This text attempts to propose a definition of the field that may contribute to the construction of its identity.

Everything that has been said or written about Management for Social Development thus far describes the field as one that is highly strategic and specifically focused on bringing about social change. Consequently, it would seem clear that those who practice Management for Social Development could benefit from a conceptual framework to guide their strategic practices when dealing with the challenges that they confront in their daily tasks. This text proposes such a framework.

In short, this paper has two objectives: first, to contribute to clarifying the delineation and characterization of the field of Management for Social Development. This contribution reflects an effort to consolidate the ideas of one organization that has actively participated in the discussion and dissemination of Management for Social Development: namely, the Inter-American Institute for Social Development (INDES).<sup>3</sup> While this paper in no way claims to have exhausted all efforts to define Management for Social Development, it does describe the nature and challenges of the field, thus furthering its definition. This

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<sup>3</sup> INDES is the training institute of the Inter-American Development Bank (IDB) dedicated to strengthening human resources and identifying, discussing and disseminating best practices in the field of social management in Latin America and the Caribbean. The authors are members of the Institute’s lecture team; however, the analysis of INDES dialogues and discussions and their presentation in this paper are the sole interpretation of the authors and do not necessarily reflect any official position of either INDES or the IDB.



demarcation will facilitate the achievement of our second objective: to present a conceptual framework for the strategic action of Management for Social Development. The proposed framework emphasizes the centrality of the concept of creating public value, the multiplicity of actors involved in public issues, as well as the political, programmatic and organizational work necessary for taking effective action that results in improving the quality of people's lives and expanding their freedom.

The paper is divided into three main parts. The first part addresses the first objective by seeking to delineate and characterize Management for Social Development. The second part cites and examines a few of the challenges confronting practitioners of Management for Social Development. Lastly, the third part offers a conceptual framework as a guide for strategic action in Management for Social Development.

## **Management for Social Development: Description and Characterization of the Field**

### ***Objectives of Management for Social Development***

If we begin with a generic definition of management as the process of assuming responsibility for the behavior of a system (Metcalf and Richards, 1997), it becomes clear that any assessment of managerial performance will be closely tied to the performance of that system. The management of social policy (and perhaps of all public policy) in recent decades in Latin America and the Caribbean has been assessed in light of the chronic problems of poverty, inequality and distrust, all characteristic of the region. Within this context, citizens have begun to demand better management of interventions<sup>4</sup> designed to improve the living conditions of society and facilitate a transition to a better future. These citizens insist on a more effective and efficient administration of public initiatives. This demand not only relates to a more efficient use of public resources and more effective interventions for improving the quality of life and economic opportunities, but also to an increase in better public policies and services based on criteria of participation with accountability to civil society.

The field of Management for Social Development has emerged in response to this demand. It aims to ensure that the social policies and programs address critical social issues in a valuable, pertinent, effective and efficient manner, thus promoting more equitable and sustainable social development.

By "social development," we refer to a dynamic and multidimensional process leading to sustainable improvements on the welfare of individuals, families, communities and societies, within a context of justice and equity. This understanding of the term is, of course, laden with ambiguity. Development has many components, some of which entail demands or dynamics that contradict or conflict with one another. Thus, the phenomenon of "social development" is too broad and ambiguous to be a "manageable" objective, or otherwise serve as a "compass" to direct and guide practitioners of Management for

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<sup>4</sup> By "intervention", we refer to a coherent set of actions that are planned and implemented in order to achieve a given objective; it is a generic term that we use to reference projects, programs, organizational strategies, etc.

Social Development. INDES, therefore, proposes four development goals, which will serve to define the aims of Management for Social Development practice in Latin America and the Caribbean at the outset of the 21<sup>st</sup> Century:

- Reduction of inequality
- Reduction of poverty
- Strengthening of the democratic State
- Strengthening of full, inclusive and responsible citizenship.

Far from being independent of one another, these aims, in fact, complement and reinforce each other. They constitute the “framework values” of Management for Social Development: they describe valuable goals to be pursued by public policy; the achievement of these goals would create public value.

Of course, these valorative principles are specific to a very broad interpretation of what could be valuable for Latin American societies at the beginning of the 21<sup>st</sup> Century. They help define the field of Management for Social Development without specifying which of the values certain individual societies will prioritize above others. In this way, the work of Management for Social Development directly relates to the achievement of these social values; in each particular context, the democratic mechanisms of representation, deliberation, consensus-building and decision-making will determine how to prioritize these principles.

The nature of these “framework values” that define the objectives of the field of Management for Social Development implies that the efforts in this field are not limited to what traditionally has been called the “social sectors.” Their diversity suggests that endeavors to promote social development critically depend on deliberately coordinated efforts among the economic, social and political/institutional spheres.

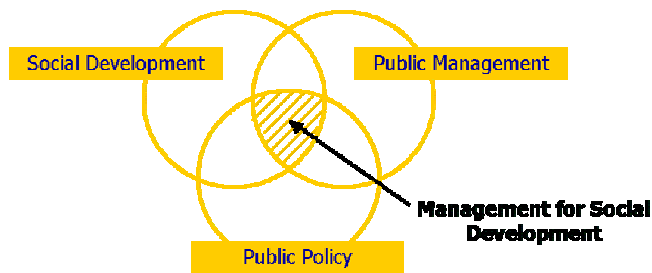
### ***The Field of Management for Social Development***

Based on Hood and Jackson (1997) and as proposed by Cortázar (2004), a “field” refers to a space for discussion and research dedicated to exploring practical issues. The practical issues explored by Management for Social Development relate to “what to do” and “how to do it” in order to meet the challenges accompanying the responsibility for the performance of a “system”<sup>5</sup> intended to promote social development in an effective, efficient, equitable and sustainable manner in democratic societies or communities. The field generates arguments<sup>6</sup> as to the most effective way to design and implement initiatives that promote social development, so as to generate public value (Moore, 1995).

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<sup>5</sup> The term “system” derives from the combination of resources (physical, human, political, organizational), processes and expectations in terms of the desired results. This “system” is the context in which management is practiced and which in turn is inserted into and affected by the social context that it aims to change.

<sup>6</sup> By argument, we refer to a proposal regarding what to do in a field of action. As such, arguments seek to generate acceptance among those involved in that field (Cortázar, 2004), in order to be recognized as good practices among the possible interventions and processes that can be considered for promoting equitable social development.



**Figure 1: The Fields that Comprise the Field of Management for Social Development**

INDES posits that Management for Social Development, as a body of knowledge, presents itself at the intersection of three other fields: the field of Social Development, Public Policy and Public Management (Figure 1).

Because it occurs at an intersection, Management for Social Development simultaneously integrates elements of each of the constituent fields. Accordingly, the practice of Management for Social Development is not a matter of the sporadic or sequential exercise of actions related to one or more of these fields; but rather, it continually permeated by lessons and contributions from each of the three. It does not involve acting sometimes from the perspective of Public Management and other times from the perspective of Public Policy or Social Development. Rather, it requires acting in a manner that views the environment as a whole and proposing interventions influenced simultaneously by concepts, methods and approaches from all three fields.

Given the nature of the three fields that comprise it, Management for Social Development has a propositive nature, suggesting good practices for the processes of establishing agendas, and constructing, implementing and evaluating social policies and programs. These three fields combine to give Management for Social Development an interdisciplinary and applied nature, focused on the challenges confronting social development in Latin America and the Caribbean in the beginning of the 21<sup>st</sup> Century.

The characterization of the field of Management for Social Development based on the three areas cited above remains somewhat ambiguous because of the vague nature of each of those fields. Only recently have each of these developed into formalized, yet incomplete, areas of study; each of them is influenced by various disciplines and composed of concepts, analytical tools and practices from a number of different sources. Our intent here is not to enter into an in-depth discussion of the contribution that each specialty has made to Management for Social Development, but rather to characterize their conceptual and practical focus. Accordingly, we will not discuss in detail the characteristics of Social Development, Public Policy and Public Management. Alternatively, we shall briefly review the contributions each field has made to specifying the nature of Management for Social Development, thereby generating valuable lessons that will assist in promoting social development.

*Social Development*

The term “development” can be understood as the act or process of moving (or bringing) from a latent state toward full capacity or realization. Thus, the promotion of development will depend on societal objectives in terms of what constitutes ‘full realization.’ Accordingly, the field of Social Development centers itself on the analysis of processes, resources and phenomena, which facilitate and impede the achievement of these objectives. It explores the challenges faced in the search for sustainable

improvements on the living conditions within a territory, keeping in mind the collectivity and its diverse segments.

From the field of Social Development, Management for Social Development inherits a world view based on a comprehensive vision of the great historical, cultural, social and economic development challenges that make the development process complex; an awareness of the valorative or ethical dimension of development; a sensitivity to the international, national and local environments that influence development interventions; and an analytical toolbox to support the construction of specific proposals for advancing equitable and democratic development. In this respect, the field of Management for Social Development must necessarily have a spatial and temporal referent. It must conform to a specific understanding of “development.”

This and other contributions from the field of Social Development force those that practice Management for Social Development to rethink their understanding of development, as well as how to establish priorities based on the particular challenges of each society and the vision of what type of future that society seeks to promote.

### *Public Policy*

The field of Public Policy is what Merriam (1921) proposed as a “cross-fertilization of politics with science.” The field is meaningful to the degree that it produces knowledge on the process of public policymaking and incorporates that knowledge into the improvement of that same process. (Dunn, 1994). The very nature of the field suggests that it is descriptive and analytical in its exploration of the causes, consequences, and implementation of public policies and programs, and propositive in its efforts to recommend potential solutions to public problems (Dunn, 1994). The field of Public Policy is based on concepts, models and approaches that make it possible to understand the set of interests at play, the role of the actors involved, the relationships and dynamics among them and the institutions that characterize the public sector. It analyzes the public sector, using various paradigms to understand the role and relationships among governments, the market and society, and their effects on public interest.

The field of Public Policy contributes to Management for Social Development an understanding of and some arguments regarding policy development processes: namely, the characteristics of various intervention alternatives for development including their merits and limitations; and the processes of mobilizing support, consensus -building and creating strategic alliances, among others.

### *Public Management*

Finally, in absorbing contributions from the field of Public Management, Management for Social Development focuses on Management as a profession and the public manager as the practitioner of this profession. Public managers are considered fundamental actors for the successful performance of public organizations (Lynn, 1996). Public Management is a highly interdisciplinary field that proposes practices for promoting and coordinating

certain behaviors, relationships and decisions, and for resolving problems in order to efficiently and effectively coordinate public interventions.<sup>7</sup> It emphasizes the functions of the managers as individuals and/or teams with responsibilities associated with generating public value. These individuals or teams combine the roles of administrators and policymakers by exercising leadership, coordination, motivation, and consensus-building practices (Lynn, 1996). Public Management focuses on managerial knowledge, processes, techniques, tools and skills that can be used to convert ideas and policies into actions and results. It recognizes the role of organizations and promotes effective managerial practices and strategies for coordinating resources to attain organizational objectives.

The concepts and proposals of Public Management for Social Development allow for an emphasis on the role of managers, who as actors articulate and coordinate the processes that look for solutions to social needs. The value of the organization is also analyzed as a space for dialogue, and for the assignment and control of resources and implementation. Here, recommendations with respect to good management practices are examined and discussed.

### ***The “Management” in Management for Social Development***

Metcalf and Richards (1990) suggest that a conventional understanding of “management” in the public sphere is limited to a routine implementation of what has been designed or planned. Such a limited version of management leads to an over-emphasis on the tasks of designing intervention actions and measuring their results.

Management for Social Development understands the managerial process in a broader sense. This implies that the construction, development and implementation of policies are intertwined. This expanded vision of what comprises management conforms to the notion of the inseparability of policy and its implementation expressed by Pressman and Wildavsky (1998:54): “policy includes both the goal and its attainment.”

Management in the Management for Social Development includes technical processes of diagnosis, planning, programming and design, as well as relational and political processes for dialogue, mobilization, deliberation, consensus-building and decision-making. Management includes, but is not limited to, implementing strategies and their subsequent programmatic actions, generating relevant information, getting feedback, making adjustments and possibly even re-designing strategies. It consists of an integrated approach that links the different processes to one another, associating each with its *raison d'être*: the creation of value. Management relies on efforts and analyses that contribute to feedback and to the redefinition of the various processes.

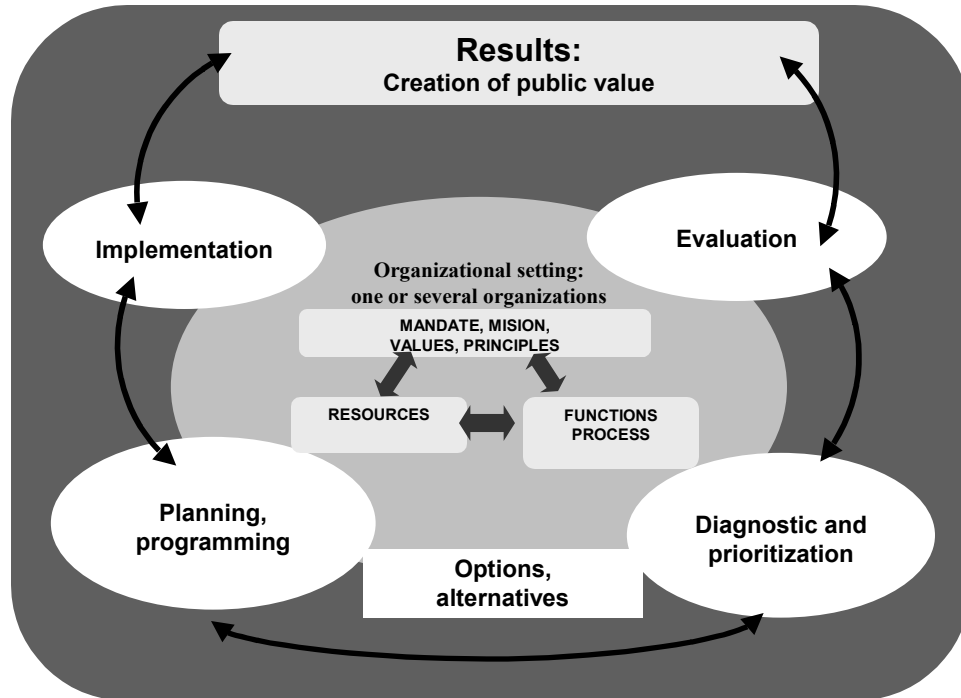
This, in turn, goes back to the idea that management is a process of assuming and fulfilling responsibility with respect to the effective performance of a system: in this case, a “system” that encompasses the social environment, the organization and its various

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<sup>7</sup> Adapted from Jones (2003).

resources (physical, financial, human, organizational, political) as well as the numerous processes that interact and interrelate with one another toward a specific end (Figure 2).

Figure 2: The “System” of Management for Social Development



The exercise of Management for Social Development depends on practices associated with what a good manager must do. These practices consist of specific methods used by managers to interact with problematic situations related to social development and/or the performance of organizations and programs, from which specific valuable results are expected.<sup>8</sup> These actions facilitate a type of management that is strategically focused on verifiable results in social development.

Given the scope of the processes that create public value, we should ask ourselves: “who should exercise Management for Social Development?” In other words, who should be worried about the practices of Management for Social Development? We posit that Management for Social Development, as a practice, supports and strengthens the roles and actions of the teams responsible for highly diverse functions and processes in the promotion of social development. It contributes proposals with respect to what might be done to promote effective, efficient, equitable and sustainable development for various parties; namely, those responsible for constructing macro policies, as well as for sector

<sup>8</sup> Barzelay and Cortázar (2005) describe in detail the concept of managerial practices, based on Bardach’s thesis (1998).

and territorial managers; and for those who interact with the users of social services, as well as with the communities targeted by the social policies.

Management for Social Development is not a field restricted to those who have formal authority or executive functions within the organizations. Rather it presents a useful focus for organizations as a whole. Although the roles and responsibilities may vary among individuals according to their responsibility and authority within the organization, Management for Social Development impresses upon the organization a vision and commitment that may affect the entire team's thinking and actions. The arguments of the field of Management for Social Development can generate valuable learning processes at very diverse levels of responsibility within an organization.

### **Six Challenges of Management in Public Spheres**

Theory and experience related to Strategic Management derive mainly from the realm of business management; and certainly, business management provides valuable skills, concepts and tools. However, as Jones and Thompson (1999) suggest, "public management is not the same as business management." Likewise, Management for Social Development – exercised in the public sphere<sup>9</sup> - clearly differentiates itself from business management. Although this may sound obvious to most readers, we specify it here for the purpose of exploring the challenges arising out of the differences between managerial efforts to produce public value in the complexity of public spheres and those efforts aimed at creating private value. The following section will explore six challenges of management in the public spheres that will be taken into account in formulating our proposal for a conceptual framework for the strategic practice of Management for Social Development.

#### ***Need to Focus on Multiple and Ambiguous Goals***<sup>10</sup>

The ultimate goal of a private enterprise is to maximize over the long-term the wealth of the owners or shareholders of the enterprise. Therefore, the primary value produced by a private enterprise is associated with the financial profitability delivered to shareholders and the utility value supplied to the customers. In private transactions, customer decisions to purchase goods and services reflect the value that has been created for them and, in turn, provide the resources needed to generate value for the owners or shareholders. In other words, customer satisfaction provides the means for the enterprise to continue to exist.

Moore (1995) points out that, in the private sphere, value creation, financial return and survival of the enterprise are closely aligned:

- Private value is registered in the transaction of goods and services that are purchased by customers, which yields returns for the owners or shareholders.

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<sup>9</sup> The "public" sphere includes but is not limited to the governmental realm.

<sup>10</sup> The concepts of this section are based on Moore (1995).

- The enterprise's performance in producing value, both past and projected, is summarized in its financial statements.
- The only way an enterprise can stay in business is to maintain an acceptable financial return over time. Thus, a private enterprise that fails to produce private value will not survive.

In contrast, in public spheres, the principal value is derived from the achievement of the mission mandated by the organization<sup>11</sup> and the fulfillment of the citizens' aspirations as reflected in that mandate. In these cases, the three concepts of value maximization, financial return and survival of the organization do not align so systematically:

- The manner in which value is produced consists of defining and accomplishing valuable missions in terms of realizing social objectives, which typically prove difficult to verify.
- The effective production of public value is not necessarily connected to the ability to secure funding to cover operating costs, as such funding does not depend on the sale of goods and services. Rather, the effective production of public value depends on the ability to persuade the public, publicly elected representatives or other resource providers that the mission being pursued is socially valuable and a priority among other possible values that might be produced.
- The survival of the organization that produces public value clearly depends on its ability to secure funds (or other types of resources) to continue its operations and on public and political recognition of its merits. However, once again, there may not necessarily be a connection between the organization's survival and the value it produces.

An organization may make valuable contributions that cannot be financially sustainable, just as many financially sustainable efforts may be made that do not produce benefits recognized as valuable by the public. An organization may produce value without being recognized as a key player in the process, and therefore, may lack the support needed for survival.

To review, private enterprises can focus almost exclusively on the issue of financial returns and, in so doing, be certain that they are producing value and ensure their survival. In contrast, organizations attempting to generate public value cannot focus so sharply on a single goal. Instead, they must tackle the issue of whether they are producing public value defined in terms of an important mission they hope to accomplish. Additionally, they must also focus their attention on funding in order to secure the organization's future survival and capacity to create value.

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<sup>11</sup> Or politically mandated, in the case of governmental organizations. For non-governmental organizations, the mission specifies the type of public value the organization proposes to generate, according to the individual, group, or corporate interests that motivated the creation of the organization in the first place.



**Challenge 1:** The ultimate goal of organizations that promote social development in public spheres is to create public value. To accomplish this requires that these organizations manage initiatives that achieve change among the target population as well as focus efforts on ensuring sufficient funding and promoting the organization's survival.

### *Origin and Allocation of Resources*<sup>12</sup>

Alford (2002) suggests that public value, by definition, benefits the social collectivity. Therefore, the allocation of resources cannot, in and of itself, be guided by individual transactions. The definition of what is valuable and the confirmation of the effective production of public value cannot be made on the basis of market transactions or explicit individual preferences. Instead, some political process must guide decision-making with regard to the definition of priorities, the allocation of resources, and the confirmation of creating public value.

In the resource allocation process, the distributive dimension is always present. Ensuring distributive equity is clearly a responsibility of the government in market economies (subject to the interpretation that society has given to the concept of distributive equity). Furthermore, it is the motivating force of many non-governmental organizations (which do not necessarily fully share the societal interpretation and will provide their own interpretation of "distributive equity"). In the fiscal system, redistribution are defined by the progressivity of the tax system and public spending.

Political processes that channel and represent the interests of various social groups are responsible for defining how equity will be understood and how public resources will be allocated and for resolving the tension between competing and sometimes clearly conflicting demands.

According to Metcalfe (1990), the political process as a mechanism for allocating resources stands in marked contrast to the market. The market is characterized by the exclusion of insolvent demand, the realization of individual transactions between suppliers and demanders, the existence of prices, and automatism in the allocation of resources. The political process, on the other hand, is characterized by its concern with the redistributive, collective and equity aspects of allocation; the realization of transactions with individuals and different collectivities; the absence of prices; and non-automatism between funding received by any given organization and its performance or management capability. Other features of the political process also to be considered include its pluralism, fragmentation of authority, and the legitimacy of conflict and dissent over objectives.

**Challenge 2:** The resources used for creating public value, which are limited or scarce in comparison with public needs and desires, are allocated by **political processes** that determine public priorities.

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<sup>12</sup> The concepts expressed in this section are based on Echebarría and Mendoza (1999).

### *Legitimacy for Action*<sup>13</sup>

Private managers act with an authority conferred upon them by the owners or shareholders, so as to manage the organization and create value through efficient and effective production of goods and services whose value is perceived by **customers**. Except for compliance with the laws and regulations subject to all enterprises, the owners or shareholders are the only ones who confer authorization within productive organizations of the private sector.

In a democracy, the citizenry fundamentally fulfills the function of expressing preferences regarding the value that public organizations must produce. Citizens cast the deciding vote, expressed through the processes of deliberation and political representation, determining what the government and its agencies should do. Interest groups and other actors use their rights of expression to indicate what they think with respect to the value that other public organizations hope to generate.

Collective choice is a process accompanied by mediation, articulated through the channels of representation and intermediation. For example, a government agency does not receive its mandate directly from the citizens, but rather through an elected government. The fact that the citizens elect the government gives the leadership of a particular organization sufficient reason to be sensitive to their concerns, but the government has the formal authority to determine its mandate; and, in this process, it can give greater weight to the concerns of some citizens as opposed to those of others.

Collective election is an imperfect expression of the citizens' individual expectations since it excludes minority preferences. Notwithstanding the deficiencies of the democratic political process, it remains the best system human societies have designed to represent the wishes of the citizens and to send authoritative signals to the administrators as to what they must do.

The allocation of resources to fund value-creation activities in public spheres does not derive from the voluntary choice of each consumer as in the private sector. The collective interests and preferences that emerge from deliberative and/or representative processes establish the justification for the managerial activity in the public spheres. Otherwise, their actions would be baseless.

In order to produce publicly, two types of resources are used: the money collected from taxation, and the moral obligation or authority of the State to secure private collaboration with a vision for solving the collective problem. In a liberal democratic society, both are scarce resources, and public organizations must explain and be accountable for their use to customers, citizens and constituents.

We must consider this political process of deliberation, representation and decision-making as creating a certain type of value. If the authorization process is properly

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<sup>13</sup> The concepts expressed in this section are based on Moore (1995) and Alford (2002).

managed, and if the citizens perceive that their collective aspirations are fulfilled through a consultation and review process, the organization will create more value. This aspect of public value exists independently of the difference between the value of the public activity and the cost of the resources used to carry it out.

**Challenge 3:** Citizens have the deciding vote as to what generates public value and what must be prioritized. These choices are expressed through the processes of deliberation and political representation. Accordingly, organizations attempting to generate public value must answer to **various constituents**.

### *Interaction with Individuals and Communities<sup>14</sup>*

Organizations in the public realm interact with individuals who play four different roles (in their relation to the creation of public value):

- **Citizens.** The citizenry, through the democratic political process, carries out the function of expressing preferences as to what value should be produced. In other words, citizens have the most important voice in determining priorities in the creation of public value.

The citizenry forms a collectivity; it constitutes a membership in a national community, which entails certain rights and responsibilities. The collective option is not simply an aggregation of the preferences of individual citizens; such an aggregation would be difficult to compile, as individual citizens harbor different desires and aspirations. Therefore, collective options are necessarily the result of interactions and political deliberation. The procedure is usually one in which, supposedly, the majority's preferences, gauged more or less accurately, are reflected.

Finally, the preferences of individual citizens are not simply expressions of the value they wish to consume as a result of the government's actions. Citizens have desires or aspirations for the whole of society; that is to say, they have ideas on how things should be structured, who should receive what or what new values should be promoted, as derived from formative social motivations or purposes.

- **Customers.** The person who pays directly for a good or service and shows a positive preference for the service given its price is a customer. Public services such as household water supply, trash collection and sewerage services deal with customers. Private health and education services are delivered to customers.

The products of the public sphere may produce value both for citizens and customers, but each one receives a different type of value. Citizens receive public value, while customers receive private value.

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<sup>14</sup> The concepts of this section are drawn from Alford (2002).

- **Beneficiaries/Users.** The beneficiaries or users receive a service or benefit without directly paying the producing organization for it. Examples of users or beneficiaries include children who attend public schools; families who receive transfers in cash or in-kind to meet some of their basic needs; patients in public hospitals who do not pay for the services; and persons treated at public health centers or clinics.

Like customers, beneficiaries or users receive private value by availing themselves of the service or services delivered to them. All citizens can benefit from public value, although only customers or users receive tangible goods or services.

- **Subjects.** Individuals are **subjects** to the organizations that exercise legal authority that oblige us to meet certain requirements or act in a specified manner. In general, citizens are subjects vis-à-vis the police and tax authorities. Frequently, employees are subjects vis-à-vis the pension systems. The existence of an obligation does not preclude the creation of value: subjects can avail themselves of the value produced by the respective authorities. Furthermore, these authorities generate public value that benefits citizens.

The role of citizen is permanent, whereas the other roles are circumstantial and depend on a transaction or exchange at different points in time. Not all citizens are customers, beneficiaries or subjects, but all customers, beneficiaries and subjects are citizens.

In the typology of public-organization relationships, there is a primary distinction between those who receive public value from government organizations (citizens) and those affected by virtue of the private value these organization create (customers, beneficiaries/users and subjects). Accordingly, the experience of the private sector with regard to the producer-customer relationship has validity in the context of the public sector. Hence, to totally reject an exchange approach would be equivalent to turning our backs on a useful form of conceptualizing the relationships between public organizations and their customers, users and/or subjects. Thus, we need a broader concept of the exchange between public organizations and people, taking into account the various roles people play in their interaction with public value.

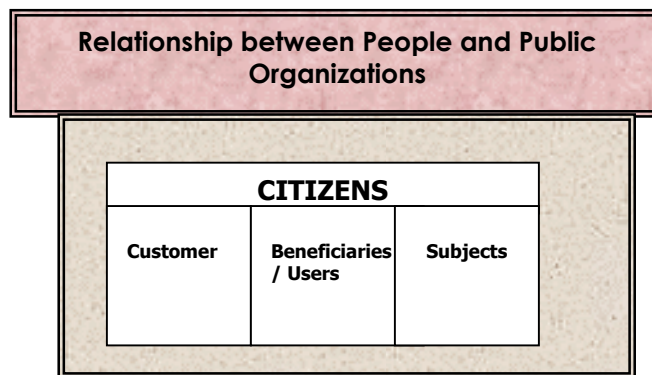
Exchange theory does not account for all the relationships between government organizations and customers. Nonetheless, the concepts of social exchange and the typology discussed above have implications for how public administrators conceive and perform their tasks. The typology can clarify which persons may receive public agencies' services. Additionally, it facilitates recognition that sometimes what the customers want contrasts with what citizens want, and the demands of the latter, in general, take priority.

The social exchange perspective reveals a more extensive variety of customer contributions that goes beyond the mere exchange or transaction and includes cooperation, consent and co-production. In this sense, managers might adopt a more comprehensive vision with regard to what value one supposes their organizations and programs must provide in order to promote the contributions desired by the customers.

This implies active behaviors on the part of the clientele, not only simply as customers consuming goods or services but also contributing to a collective purpose by means of positive actions.

This categorization enables us to understand that people have multiple roles in their exchange relationship with public organizations. Accordingly, these organizations must provide pertinent quality services to the customers, beneficiaries and subjects; concurrently, they also have the obligation to inform, be accountable, and treat everyone with the respect based on their citizen status.

**Figure 3: Relationship between People and Public Organizations**



**Challenge 4:** Those who practice Management for Social Development interact with individuals and communities who take on multiple roles in their exchange relationship with the organizations that generate public value. Therefore, managers administer pertinent and quality services for **customers, beneficiaries and subjects**, but they concurrently have the obligation to inform, respond, be accountable and treat **everyone** with the respect based on their role as **citizens**.

***Scope of Management: Micro, Meso, and Macro***<sup>15</sup>

According to Eliassen and Kooiman (1987), public management can be approached from three levels of analysis. The first level refers to the public sector, as a whole, in interaction with the social environment in its broadest sense. At the second level, we find the action of individual public organizations operating in their specific environments (social, political and administrative). The third level corresponds to the internal operation of each organization and the role of public managers.

The problems that arise at the first level have a marked inter-organizational character and relate to the transformation of the environment and the rules of the game in which public and private organizations operate, thereby shaping public management as a macro-level

<sup>15</sup> The concepts expressed in this section are based on Echebarría and Mendoza (1999) and on Metcalfe (1999).

process. By contrast, the problems at the third level relate to the adaptation of individual public organizations to their specific environments, shaping public management as a micro-level process. The second level faces both types of challenges: interorganizational and intraorganizational.

In general, business management concentrates on issues of adapting to the environment, defining intraorganizational character and the rational decision-making processes; these concepts underlie business management techniques. As a result, the application of business management principally relates to the third level of management; that is to say, in the individual performance of each organization and its internal operation. Nonetheless, the large number of business management techniques and their heterogeneity makes evident that any opinion on their appropriateness in the public management context should not be formulated in a generic manner, but rather based on a specific analysis of each technique or group of techniques.

“...Public management deals with the behavior of networks of organizations, and also provides the framework of values and institutions in which organizations operate at the micro level. Private management refers to how individual organizations attain their objectives, given the circumstances of their operating environment; this can be applied both to an enterprise within the framework of an industrial sector and a ministry competing with another ministry in the process of developing a budget or to a non-governmental organization that is part of a system for providing public services.” (Metcalf and Richards, 1990, p. 220)

From this perspective, public management requires a conceptual and action framework that integrates the operation of individual organizations into a collective logic of public policy processes. The economic perspective of efficiency and effectiveness, taken from the model of individualist rational thinking and applied in business management, is relevant yet limited in the problematic of public management. What is needed is an approach that incorporates the organizational management practices with strategies to coordinate the multiple actors and organizations involved in the process of creating public value.

The innovative work of macro, and meso, management requires instruments that link interests between multiple actors and coordinates multiple organizations in the resolution of society's structural problems; it requires broad active participation in the diagnosis of problems and the design of solutions by those who intervene in its application. The ideas and tools for business management can be particularly useful in micro management for ensuring that the internal processes, independent of the organization and its tasks, are more productive, efficient and effective.

**Figure 4. Micro, Meso and Macro Management**

Macro Management		Norms of Governability
Meso Management		Inter and intra organizational Management
Micro Management		Management of operations inside of the organization

**Challenge 5:** The scope of Management for Social Development consists of coordinating **interorganizational networks**, what we shall call “macro and meso management” and internal **organizational processes** that we shall call “micro management”.

***Verification of Public Value***

The nature of the public value to be created through Management for Social Development is, by definition, ambiguous. Public value is generated for the citizenry as a collective unit; it is consumed or enjoyed collectively. It emerges through public initiatives that:

- Respond to problems or needs that society perceives as important;
- Create new opportunities for current and/or future generations;
- Strengthen community, citizenship, democracy and social capital, or other values that society holds dear; and /or
- Provide evidence of the “good use of public resources” or “good government”.

While this specification of the sources of public value contribute to a vague understanding of the concept, they do not provide mechanisms to verify the effective creation of public value (and, much less, to measure public value). This, in turn, creates challenges for those who try to manage a strategic approach to generating value. The difficulties in observing and measuring the value created (and thus, in observing the benefits associated with the practices of Management for Social Development) include the following:

- Many of the benefits of the interventions and initiatives for social development are intangible in nature and are not exchanged in any market, which impedes the use of

prices or other signals associated with transactions as indices of the value created for its beneficiaries.

- The intangible and sometimes ambiguous nature of the benefits makes their observation difficult. For example, the benefits of increasing self-esteem, preserving and promoting the national culture, and promoting justice need to be interpreted or reconfigured in order to convert them into verifiable expressions that we can then use to define goals for managerial accountability.<sup>16</sup>

For example, while the “promotion of justice” is a laudable objective that would undoubtedly be acknowledged as a benefit to society, management of that objective requires specification of how well we recognize that justice has or has not been promoted. It obliges us to interpret and make explicit what will be the evidence of improved justice.

- No single voice or institution speaks for society, articulating what may be “more valuable” or “less valuable” than what was expected; or “more valuable” or “less valuable” than another source of value.
- The benefits of interventions and initiatives to promote social development frequently depend on multiple dynamics and are vulnerable to the effects and impacts of other initiatives and to exogenous factors. By way of example, we could consider an initiative to increase the *employability* of youths who do not go to college. Obviously, a desirable manifestation of this benefit would be that the youths find more employment: that the trend to be employed and to hold down a productive job increases. Nonetheless, this trend depends on various factors beyond the control of those who manage the initiative to increase employability. In concrete terms, it depends a great deal on the dynamics of the economic cycle. Therefore, managers are faced with two challenges. First, the challenge of observing the *employability* of youths without it necessarily being reflected in the employment of the youths. Because the ability to observe *employability* is indispensable, it is, in turn, necessary to interpret how we shall recognize it. Second, those who apply management for social development to the initiative to promote employability need to tackle the issue of whether it is valuable for society to promote skills, attitudes and behaviors that increase productivity and the likelihood of being able to get a job, although this does not necessarily translate into a job due to the poor state of the economy. Those responsible for this initiative would have to initiate a public dialogue to determine that they would be effectively creating public value (despite not achieving the expected impact) and that this value has sufficient priority to justify the investment of resources that otherwise could be used to pursue other potential sources of public value.

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<sup>16</sup> It is not simply a matter of associating the benefit with an indicator, since in order to identify the relevant indicator one has to go through the process of defining how achievement of these benefits will be recognized.



- One critical responsibility, faced by governments in market economies, consists of promoting and maintaining distributive equity (which, in turn, requires an interpretation on society's part as to what they wish to understand as "equitable"). Redistributive benefits recognize that there is value in the very process of generating certain losers and other winners with respect to access to assets, income and opportunities. These benefits are not easy to observe or measure, especially in inequitable societies where the access to channels of communication, and to policy dialogues is not equal.

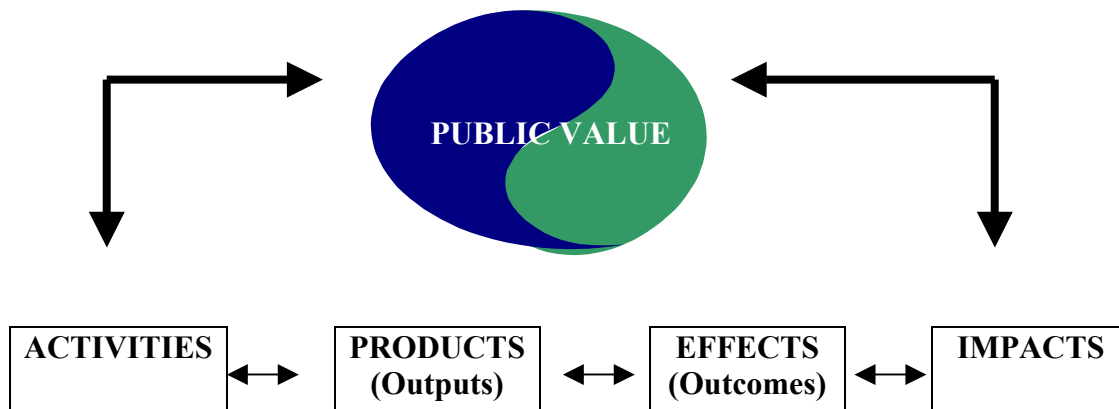
In view of these difficulties, it has become customary to focus the management of (and therefore, the efforts to design, implement, administer, monitor, and evaluate) social programs and policies on tangible services or products, outputs. This approach shifts attention of the management team to a focus on the resources (and their use), thus losing sight of Management for Social Development's central concern: the value derived from the benefits of management (the effects and outcomes), expressed both in terms of the degree of attainment of the objectives of the policy or program, as well as of those unintended effects caused by their implementation.

The goods or services (*outputs*) are linked to the effects or impacts (*outcomes*) by a causal hypothesis that can be very broad and complex. The hypotheses suggests that an adequate delivery of certain goods or services will lead to a change in consumption, behavior, knowledge or attitudes of the target population, which, in turn, will cause an observable improvement in the welfare. Keep in mind that the relationship is a hypothetical one and it is up to managers to rigorously monitor the effectiveness of this relationship in order to ensure that value is indeed being created. If attention is shifted to an approach almost exclusively focused on the productive process, there will be no guarantee that value is being produced.<sup>17</sup> It is important that those who are responsible for Management for Social Development focus not only on "*what are we to do*" but also "*how do we do it*" and "*to what purpose*".

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<sup>17</sup> Curiously, this approach would result in focusing on COSTS instead of on value (or benefits). See Mokate (2004).

Figure 5. Causal Hypothesis



Similarly, Management for Social Development requires rigorous monitoring of the “*what do we do* ” and “*how do we do it*” and “*what benefits (or value) do we achieve.*” Additionally, it requires an ongoing re-evaluation, within political spaces, of the public perception of what is valuable. Figure 5 assists in visualizing how one may execute this type of monitoring in Management of Social Development.

**Challenge 6:** The benefits generated through the practice of Management for Social Development are not easily observed or measured. The analysis of these benefits must include not only the delivery of goods and services, but also the **outcomes** of these goods and the quality of the **processes** that lead to their delivery and appropriate use.

***Summary: Six Basic Challenges***

Clearly, this list of challenges does not exhaust the challenges facing management in the public spheres. This paper does not attempt to generate such a list. Rather, it provides a reflection on the challenges we propose to take into account in the development of a conceptual framework to serve as a guide for the strategic practices of Management for Social Development. Briefly, and by way of summary, the challenges facing Management for Social Development are:

- The need to focus on the creation of public value: to focus on diverse goals, including the creation of public value, the sufficiency of funding and the survival and development of the organization.
- The determination of value and allocation of resources through political processes.
- The need to respond to multiple constituents and authorities.
- The interaction with individuals and communities in various roles: customers, beneficiaries, subjects, and citizens.
- The need to manage the organization, as well as to coordinate interorganizational networks.
- The difficulties in verifying the creation of public value: the need to manage processes, results and impacts.

We set forth our proposal for a framework to help face these challenges in the next section.

### **A Conceptual Framework for Strategic Action in Management for Social Development**

Given the practical nature of the field, it might be tempting to search for a conceptual framework that provides the basis for strategic action in Management for Social Development exclusively from the field of public management. However, a more appropriate strategy would build a framework that incorporates approaches and concepts from all three intersecting fields that define this type of management. Among those concepts, the following should be particularly kept in mind: approaches or strategies that facilitate the capabilities and opportunities for interaction between diverse social actors, especially those who have been traditionally excluded; the processes of “making” inclusive and sustainable public policies; and the generation of valuable results from public policies and programs that evolve from the core values of the organizations that manage them.

Management can be characterized as strategic to the extent that all those who collaborate in its exercise are committed to a particular perspective of how an organization creates public value. They implement certain activities and use the available resources in order to attain their objectives.

Therefore, a framework for strategic Management for Social Development requires guidelines for interpreting the generic concept of public value since it may be too ambiguous and abstract when the time comes to move from concepts to action within an organization. To facilitate the move from concepts to action, we suggest that the proposal for public value creation be expressed through a mission and vision statement.

Any attempt to spell out public value in a mission and vision statement must take the organization’s mandates as starting points, since in a democratic system, these represent the responsibilities assigned to the government organizations by those who have been elected and authorized to define priorities.

Furthermore, the strategic framework requires a specification of the areas of action where the objectives of the organizational efforts (and, therefore, of the management efforts) will be determined and where the various activities will be framed.

In order to establish a conceptual framework, we need to explore three fundamental questions:

- Why do we do what we do? For what?
- To whom are our efforts directed? Who is our target population?
- How can we structure a group of actions that will satisfy the needs and objectives that motivate our efforts?

In the next section, we will consider these requirements for a strategic conceptual framework for Management for Social Development.

### ***A Proposal for Public Value Expressed through Mandate, Mission, and Vision***

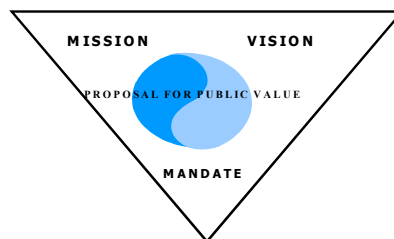
The development of strategy in public spheres begins with a proposal for public value, comprised of an organization's mandates, mission and vision, which specify the public value that the organization aims to produce for the interested parties and society in general.

Mandates are both formal and informal. Requirements, laws, ordinances, charters, decrees, statutes, and the like represent formal mandates (Bryson, 1995). Informal mandates include all those that affect the organization informally (which remain unformalized as norms or rules): such as, campaign promises, expectations from the cabinet and the president with regard to the program, as well as the expectations of funding agents, beneficiaries and other key actors.

Informal mandates are equally important as the formal ones, and one must be very careful to take both into account when setting the objectives and goals of the organization.

In order not to limit public management to the fulfillment of mandates, it is necessary to review and reinterpret them so that they serve as a platform for defining the mission and vision that makes it possible to implement the proposal for public-value creation. This also implies that any mission/vision proposal must coincide with the formal mandates, which necessarily must be fulfilled.

**Figure 6: Proposal for Public Value Expressed through Mandate, Mission and Vision**



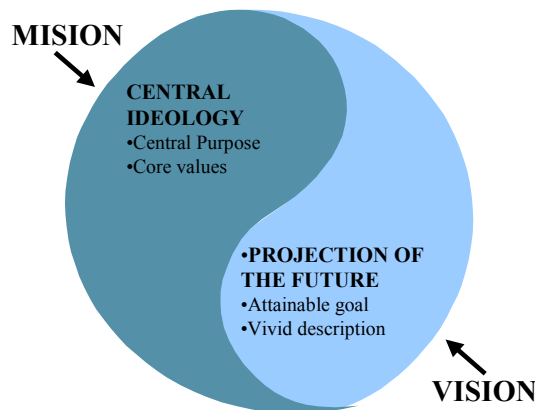
The mission is a statement of the organization's central ideology; it outlines the purpose of the organization and its core values. It defines in a broad and ambiguous way the transformations pursued by the organization.

The vision is the projection of a desirable future; it is a statement of what the organization wishes to attain, what it aspires to be, and what it wishes to create within a determined

time period. It constitutes a colossal and audacious goal to be achieved by a specific deadline and includes a vivid description of how it will be attained (Collins and Porras, 1996).

The mission expresses the reason that the organization exists and constitutes the core values that guide its actions. The mission can never be fully achieved, while the vision includes the specification of a goal that is attainable within 10 to 30 years. Think of the purpose specified in the mission as the star on the horizon that must forever be pursued, whereas the goal specified in the vision is the mountain to be climbed. Once the peak has been reached, other mountains must be climbed. The verifiable goal (expressed in the vision) must be challenging but achievable. If the goal specified in the vision is perceived as undeliverable, people will become frustrated and paralysis will set in.

**Figure 7: Mission and Vision**<sup>18</sup>



It is important to point out that both concepts, the mission and the vision, form a whole and that the power of the conceptual framework lies in having them together. The mission defines the *raison d'être* of the organization, explains the “why” or “for what” certain things are done, while the vision highlights the challenge that must be conquered.

This mission/vision combination defines a “direction” for the formation processes of social policies and programs. It defines, albeit broadly, the benefit to be generated for society, the public value that will be created.

### ***A Definition of the Target Population***

The majority of literature regarding Public Management during the last 15 years has been very influenced by managerial concepts adopted from the private sector. This has

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<sup>18</sup> Collins and Porras (1994).

prompted the use of the concept of the “client” in many public sector organizations, reducing the governmental transactions for the delivery of products and services to people considered “clients,” since they are immediate recipients of “private value” which results from that transaction.

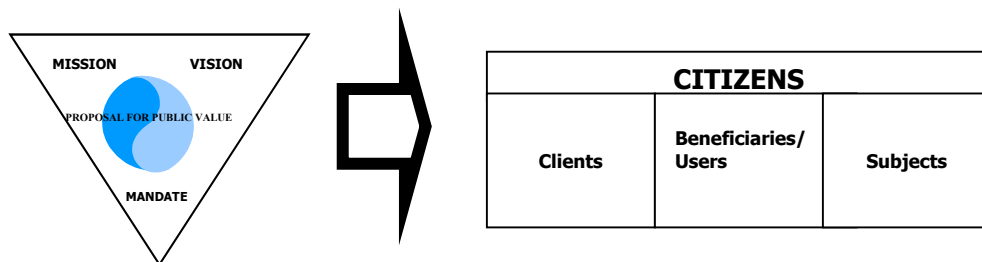
In contrast to private companies, public organizations concentrate their interests on public goods, those which affect not only those who receive the direct benefit of their policies, programs or projects but the society in its entirety.

A clear example of this is vaccination campaigns. If vaccinated children are the direct beneficiaries (“clients”) of these campaigns, all of society benefits from having citizens who are healthy or immune to certain epidemics and from appropriate epidemiological barriers. Accordingly, an effective vaccination campaign provides benefits that extend beyond those perceived by the “clients of the campaign”.

Furthermore, citizens can be interested in the well being of the population without obtaining any direct benefit from the product or service delivered by a certain social program. Their interest can be to simply want public resources used well and for social programs to have an impact. It could also be a human interest in all members of society.

According to this notion, the target population of public interventions is not a unique actor, nor a monolithic one, but rather, a union of actors to which we must tend. Those who exercise Management for Social Development interact with individuals and communities that have multiple roles in their exchange relations with their organizations. Because of this, those that exercise Management for Social Development manage services which are pertinent and of quality for **clients, beneficiaries and subjects**, but at the same time have the obligation of informing, responding, accounting for and treating all with the respect which corresponds to their **citizen status**. The proposal of public value should define how to produce and deliver public value to all and each of these “target populations.”

**Figure 8: Public Value and Target Population Proposal**



### *A Definition of the Areas of Action of Strategic Management*

In order to meet the challenges defined by the organizational mission and vision, it is necessary to define and delineate the areas of action in which objectives will be set and the various activities framed.

Most strategy models limit themselves to how value is delivered to the users or beneficiaries through policies, programs or projects, ignoring other areas fundamental to public management: namely, sources of legitimacy, political support and organizational capacity. With this in mind, we propose a conceptual framework which incorporates the following three complimentary areas of action<sup>19</sup> to enhance strategic management in public organizations: programmatic, political and organizational management.

**Programmatic Management:** The objective of programmatic management consists of fulfilling the organizational mission and vision as well as creating public value through a set of pertinent policies, programs and projects that generate progress toward the resolution of social development problems. The management of these interventions should **logically reflect the values that link the means with the end in the generation of public value.**

To ensure that the proposals are pertinent and foster social inclusion, these programs must be constructed and implemented in a participatory manner with multiple parties involved. Active participation, commitment and work with the beneficiaries not only ensure creation of value, but also help build citizenship and strengthen the democratic system. The focus on results associated with the creation of public value confers on programmatic management its strategic nature and lends meaning to its adaptive and innovative characteristics. Overall, programmatic management is formed at the interface between the organization and its multiple users, customers and citizens because it is the “point of delivery” of the service or good provided by the organization.

**Political Management:** The objective of political management lies in generating and/or consolidating the legitimacy, resources, authorization and/or support for implementing the organizational mission and creating public value. Political management consists of actions tending to mobilize the support of actors whose participation and/or authorization is necessary to accomplish the mission and attain the objectives. It seeks to generate commitments, responsibility, legitimacy and resources, in order to create a favorable environment for the actions of the organization.

Political management focuses on the relationship of the organization to its environment, in order to secure the support necessary to attain the organization’s mission and objectives. It includes strategies for consulting, listening, proposing, deliberating, mobilizing, communicating and promoting communities, citizens, taxpayers, political or governmental authorities, legislators, civil society organizations, labor unions, social movements, NGOs, the media, private enterprises and the citizenry, in general. It also

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<sup>19</sup> Adapted and expanded from Moore (1995).

involves dealings with bureaucrats and other actors with supervisory authority over the organization.

In general, political management consists of dealing with key actors who have multiple interests for the purpose of understanding them, communicating ideas to them and listening to them, managing them and giving them a voice, as a fundamental step in the formation of public policies. It involves understanding and working (dealing) with each of the different constituents of the organization to gain authority and resources.

**Organizational Management:** Effective Management for Social Development depends on an organization committed to its mission, that possesses the organizational capacity to carry out effective, efficient, equitable, ethical and sustainable management that creates public value. Organizational management proposes to establish and manage the design and implementation of processes, systems and structures for developing organizational relationships, routines and capabilities that will facilitate the attainment of desired results. This management consists in giving direction, orienting team work, and defining and maintaining standards for regulating work.

For the development of organizational capacity, it is necessary to strengthen concepts, skills, capabilities, and values of Management for Social Development. It also requires operational management training on the subjects of organization, processes and systems for delivering social services. Organizational capacity is a fundamental aspect of Management for Social Development since the organization's staff members represent those who ultimately implement the processes, development and delivery of social policies, programs and projects.

As the three areas of action have been discussed, we shall now present a complete model of the strategic framework for creating public value.

### ***The Strategic Framework as an Integrated Model***

Figure 9 provides a tangible image of a conceptual framework derived from the intersecting of these various ideas with respect to the actions needed to achieve an organization committed to social change that results in reducing poverty and inequity and strengthening the democratic State and citizenship. It shows that the heart of the approach lies in recognizing the objective of creating public value, which is then interpreted and realized through the organization's mandate, mission and vision.



Figure 9: Strategic Framework for Creating Public Value



Strategic management divides its efforts into the three vertices of the triangle of strategic management: political, programmatic and organizational management. These efforts are guided by a clear awareness and comprehension of the political, economic, social and institutional environments, as well as an ability to navigate within this environment and, to the extent possible, manage it.

At a conceptual level, this simple model is not very sophisticated. It merely suggests that effective strategic management requires two fundamental characteristics. Firstly, it must center on a proposal for creating public value, which is based on a mandate and expanded through a mission and vision statement. Additionally, the responsibilities of those who exercise Management for Social Development require participation and collaboration in three complementary areas: programmatic, political, and organizational management.

This definition of the three managerial spheres breaks with old technocratic, administrative and bureaucratic paradigms, as it indicates specific fields in which the managers can and should work in order to achieve positive outcomes. The true strategic dimension of Management for Social Development is revealed when the work is coordinated in all three areas.

Consider the following possibilities:

- The organization has an excellent idea of how to create public value, designs policies and programs of high quality and has a highly committed operational team, *but it enjoys no public or political support*. Consequently, the organization lacks the legitimacy it needs and will most likely not have the proper resources to implement its programs. *Result*: a voluminous consultants' report on what should be done, with no creation of public value, because the management team did not secure either the support of those involved or their authorization and/or collaboration for developing and implementing the ideas or the necessary resources.

- The organization has an excellent idea of how to create public value, designs policies and programs of high quality, has great legitimacy, enjoys enormous public or political support that enables it to boast ample public resources, *but its operating team lacks the coordination, information, commitment and/or motivation to be able to act effectively*. Thus, the organization does not have the internal capacity to deliver the social services and reach the target population with its programs. *Result*: A waste of resources due to the lack of operating capacity. Subsequently, in practice, public value is not created because the organization fails to deliver the services to the population in an effective and efficient manner.
- The organization has an excellent idea of how to create public value, enjoys great legitimacy, and enormous political support that enables it to boast ample public resources, has a highly committed operating team, *but it does not have the technical team to design pertinent high-quality policies and programs*. The organization does not have the internal capacity to deliver the social services and reach the target population with its programs. *Result*: A waste of public resources and operating capacity on scarcely relevant and poorly designed programs. In practice, public value is not created, for lack of pertinent policies, programs and projects for society's problems.
- The organization has legitimacy and political support, it boasts a qualified and committed technical team, and it possesses excellent operating capacity, *but the organization is limited by an antiquated and scarcely relevant formal mandate*. The organization is limited to fulfilling what it is legally mandated to do, and makes no attempt to design proposals in response to the real needs of the population. *Result*: A waste of resources and capabilities due to sub-optimal delivery of responses to the problems of the citizenry. Hence, in practice, public value is not created because it is delivering services that people do not want or do not value.

Those who exercise Management for Social Development are responsible for ensuring that their organization dedicates time and talent to work on the definition of its mission and vision, as well as on the three areas of management. Different individuals may have different responsibilities and different levels or combinations of these three lines of work, but the organizational success and creation of public value depend on an explicit coordination of activities in the three areas, in harmony with the mission, vision and mandate of the organization.

This integrated perspective calls into question the old dichotomies between the political vs. technical or the technical vs. operational spheres. Many public managers have failed in their duties because they have deemed only one of these areas of management as important. Technicians who work in the program area tend to view disdainfully the tasks of political management and "administration" since they are the ones who actually design the creative solutions to social problems. Managers who come from the political sector often look down on the technical and operational functions since the "true" skillfulness lies in securing support, resources and authority; it is with these resources that experts and administrators are hired. Managers who come from the private sector place emphasis

on the area of organizational management with a focus on effectiveness and efficiency as the center of their activities, forgetting that political management garners support and that programmatic management develops pertinent responses.

Finally, the conceptual framework is inserted in the economic, political, social and institutional environment in which the organization exists. This is due to the fact that agendas, budget allocations, citizens' preferences, corporate group pressures, and changes within the government greatly impact the manager's ability to achieve successful management and create public value.

The environment delineates the organization's scope for carrying out strategic management, since value creation does not occur by accident, nor does law determine it. It depends on a deep understanding of what the population values and the development of a political, programmatic and organizational capacity to deliver pertinent solutions to societal needs.

### **Conclusion: Toward a New Conceptualization of the Responsibility in Management for Social Development**

This document proposes to define Management for Social Development as the processes and practices that make it possible to assume the responsibility for the performance of a system that promotes effective, efficient, equitable and sustainable development in a democratic context. Management for Social Development seeks to increase the development effectiveness of initiatives that promote social development. According to this perspective, the task of Management for Social Development consists of ensuring the creation of public value through its action, which should contribute significantly to four fundamental purposes or principles:

- Reduction of inequality
- Reduction of poverty
- Strengthening of democratic states
- Strengthening of citizenship

The nature of Management for Social Development is *strategic*, focusing on attaining valuable results and implementing strategies to ensure the creation of public value. This paper proposes a framework that provides guidelines for the strategic management of social development, i.e., a management that divides its efforts into programmatic management, political management, and organizational management activities. These actions are based on an interpretation of the organizational mandate and its corresponding mission and vision, leading to an explanation of how the organization proposes to generate public value. This framework responds to the six challenges faced by management in the public spheres:

1. The ultimate objective of organizations that promote social development in public spheres is to **create public value**: public value is at the heart of the model proposed and, in turn, interpreted and delineated in the

organization's mission and vision, as well as subject to the character and scope of the organizational mandate and dynamics of the environment. All those involved in the tasks of Management for Social Development must commit themselves to, and focus on, creating public value. The strategic role of the managers lies in fostering and providing feedback on this focus, thus clarifying for the various parties involved the manner in which the organization is creating value and the risks and challenges that could compromise this goal. They facilitate the processes necessary to avoid these risks and ensure the effective creation of public value.

2. The resources intended for the creation of public value, which are rather limited or scarce vis-à-vis the public needs or desires, are allocated **through a political process** that determines what the priorities are: the model illustrates the economic and political environment as the reality in which Management for Social Development will be exercised and indicates the responsibility of political management which, in part, is related to dialogues and deliberations regarding the allocation of resources. The model compels practitioners of Management for Social Development to direct their attention towards these dialogues and deliberations, thus ensuring that the determination of what is valuable stems from "public" expression or representation. The triangular shape of the model shows that Management for Social Development without the exercise of political management would cause one vertex to be missing: thus, the model would be incomplete.
3. The citizens have the deciding voice on what generates public value and what must be prioritized. These choices are expressed through the processes of deliberation and political representation. Accordingly, organizations, which aim to generate public value, must be responsive to **various constituents**. The model should be understood as having a participatory focus on the formation of public policies, thus incorporating all the actors involved in the process. It is accountable to these diverse actors, as well. Consequently, the model is explicitly inserted in an environment that must be an integral part of the managerial functions. Programmatic and political actions are the preferred spaces for managing and promoting the participation of the key parties involved.
4. Individuals have multiple roles in their exchange relationship with public organizations, and the latter must provide pertinent and quality services to the **customers, beneficiaries/users and subjects**, but in turn they have the obligation to inform, respond, be accountable to and treat everyone with the respect based on their standing **as citizens**. With its focus on public value, the model for guiding the strategic practices of Management for Social Development aims to direct managerial attention not only towards satisfying the needs of the subjects, beneficiaries, users and customers, but also towards the interests of the citizens. This is particularly relevant in

the exercise of programmatic management, due to the fact that it pertains to the direct management of the means explicitly designed as vehicles for the creation of public value.

5. The scope of public management comprises a component of management for interinstitutional networks, called **macro y meso-management**, and an internal organizational process, called **micro management**. The model, as a whole, could be applied to a macromanagement scheme, so long as we extend the concept of “organization” to include multi-organizational entities such as the federal government, the social cabinet, an association of counties or a provincial government. In these cases, both the exercise of political and programmatic management mainly relate to macromanagement, while organizational management fundamentally focuses on micromanagement.

This paper did not explore in great detail the interorganizational challenges that are so closely related to the nature of public spheres and the creation of public value. The complexity of such an in-depth treatment clearly exceeds the scope of this discussion. Nonetheless, the framework proposed for guiding strategic management remains appropriate for interorganizational spaces. Collaboration between various agencies or organizations is carried out for the purpose of creating public value, thus requiring an explicit mandate, mission and vision in order to proceed with managing the strategic lines of action, leading to the actual creation of value through action: namely, political acts (in the extra-organizational spaces), organizational acts (interagency organization or interorganizational network) and programmatic acts.

6. The benefits generated through the exercise of Management for Social Development must not be understood only as the delivery of **goods** and services, but also as the **outcomes** of these goods and the quality of the **processes** that produce them in particular. The same definition of value entails the need to focus on outcomes; the definition of public value, which forms the heart of the proposed model, calls for focusing not just on outcomes but also on the processes. This demonstrates why the various activities must be carried out with a focus on effectiveness, efficiency, equity and sustainability.

The combination of the management model and the principles or purposes of Management for Social Development serve to achieve a new conceptualization of the responsibility of social managers.

With this perspective, those who practice Management for Social Development have a far greater responsibility than just the mere fulfillment of their mandates. In fact, they have the responsibility to create public value for society, not only through the outcomes that pertinent policies must have for the population, but also through carrying out processes

that expand individual freedoms and generate actual improvements on the welfare of individuals, thus allowing them to participate fully and become true citizens of society.

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