

Development and Resources Distribution Structure in Political Systems

Abdolrasool Divsallar

Head of National Resources and Development Group (NRDP)

Mehrdad Nazeri

Department of Educational Management, Islamic Azad University, Yadegar-e Imam Khomeini Branch, Shahr-e Rey

Hadi Abolfathi

Department of Educational Management, Islamic Azad University, Chalus Branch

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Abstract: *Distribution and allocation of resources is affected by factors such as values, norms, social stratifications, ideology, information, coercion, political challenges, and even external factors. This finding means that there is always a fundamental tendency to redirect resources toward political goals instead of public interests and development. Because the resource structure is strongly influenced by political factors, there are real possibilities to deviate resources from its original function, which is public interest. What role does resources and especially resource management and allocation models have in development and how much is their strategic importance? Could national resources graded as the main and critical element in development which because of its vital and extended applications, development is undermined by it?*

Keywords: *Development, distribution structure, politics, resource determination and allocation.*

Introduction

Most development theorists argue that resources are accounted as the key elements and fundamental factors in developing process. It might be claimed that development could be considered as a rise to a desired and satisfactory position serves as a function of the level and extent of exploitation of resources through national span by governments as custodians of development and people as developing process executives. Resources are development stimulus and drivers, therefore national development can be considered as a dependent variable related to national resources. This means that resource dynamics directly influence the development dynamics. (Divsallar et. al; 2014:31).

Statistical research by the World Bank clearly underlines the finding that combination and arrangement of resources, is representative of a certain level of development. Through these studies (2000), it has been indicated that 78% of resources in developed states are intangible resources, while this share is 58% in less developed countries, also the share of production related and natural resources are 18 and 4 percent in developed countries, respectively. While these ratios in less developed countries are 16 and 26 percent (World Bank, 2006). World Bank reports in these studies concluded a key point that development is management of how to combine resources, whereas resources combination will largely determines the options pertaining to development (World Bank, 2006). Fred Riggs has emphasized on the importance of resources and environment within issue of development. He wrote "I think development includes a progressive understanding of barriers and the environment. A community is free to conduct tasks that change the environment so that the result reduces barriers and increase resources, hence expands its especial capability to make decisions in order to widen its fortune ground "(Riggs, 1976:3). Resources and their efficient management based on the recognition of environment, lead to increase in social capacity needed for social change, and accordingly national resources could be turned to development promoter. The importance of the resources is also considered in underdevelopment theories. Gunder Frank, has mentioned two factors in the process of underdevelopment in peripheral states: Internal resources and metropolitan dominance (Saei, 2009:201). Frank thought that the characteristic of resources in the Third World is a key factor for dependency and underdevelopment in these countries.

However what do resources and national resources specifically refer to? National resources are "sets of tangible and intangible basic inputs available to state and society which their processing in social systems is value added on national scale and could promotes development (Divsallar et.al; 2010:12). Undertaken processes on national resources by social systems transmute them into value added elements for development.

National resources affect development in a systematic approach, and participate in development at three levels “resource management, resource allocation and resource impacts” (Divsallar et.al; 2010; 14). Proper resource management definitely leads to maximum value added. Though resource management is crucial step for successful development strategy, but since it’s more involved with management skills and economic knowledge there is less challenge ahead of it. However, the major debate is at resource allocation where the value added comes from resource management needs to be allocated in a desirable manner and in line with public interests. In this stage major political economy debates sparks, and “resources allocation and distribution model” creates which is largely influenced by nation-state demand. At the final stage, allocation of values came from resources should have a desirable impact on development. Hence a pattern for national resources impacts on development is formed which could be used for development analysis.

The main questions is what role does resources and especially resource management and allocation models have in development and how much is their strategic importance? Could national resources graded as the main and critical element in development which because of its vital and extended applications, development is undermined by it? To answer these questions, five assumptions as follows have been considered:

- ❖ National resources are accounted as an influential element in development and have correlation with it.
- ❖ Resources processing which is done by management system to create value added and resource allocation models which is due to distribute and allocate values created from resources to different parts of the society, both has direct influence on development and underdevelopment.
- ❖ Resources are multi-dimensional factor when considered in national scale (not just economical), but rather comprise of a wide range of tangible and intangible resources varies from culture to politics, security, science and etc.
- ❖ External and contextual forces such as time, place, external actors and etc. play a role in resources contribution in development.
- ❖ National resources are functional and structural requisite of social life continuation.

Apter Structural Requisite Model as a Theoretical Framework

Various theories have considered and discussed resources through different analytical frameworks .In this paper David Apter’s structural requisite which is classified among functional theories, have been chosen. David Apter’s structural requisite which is in comparative politics helps to compare several political systems and their performance by providing an analytical framework (Turham, 1974:31). Apter proposed a unique model for political systems which is based on several fixed functions in every state.

The most important feature of Apter’s model which made it to be chosen as a theoretical framework of this paper, is proposing measurable functions that every government needs them for its proper performance. State function in Apter’s model which we intend to recognize as development, is due to proper function of a series of structural Requisites which he proposed. In other words Structural Requisite laid the foundation for functional Requisites to be met. Another feature of Apter’s model is its mention of resource function as one of the functional requisites and resources distribution and allocation structures as a structural requisite for modernization. Apter’s model has a relative advantages for descriptive tasks and therefore is used to explain the importance of resource element in the development. By adapting the theoretical foundations of *Talcott Parsons* and *Levi*, David Apter is among the functionalist theorist. Presenting a new definition of modernization is his point of departure. He makes a crucial distinction between development and modernization and due to generalization aspect, defines a Top-down hierarchy between development, modernization and industrialization. He observes development as a universal process that includes all the adjustment which leads to the improvement of social stratification, creation of new social roles and the integration of these roles in society, while modernization in Apter’s view is a particular type of development with much narrow meaning. Apter’s modernization implies the introduction of new social roles from industrial society in to the traditional society. His modernization includes three features (Apter, 1967:67); Social system that has continuous innovation and embraces changes; Social structures that are varied and flexible; Specific social framework which is to provide skills and required knowledge to survive in the technological word.

In his definition, Apter prefers modernization and his aim is to prepare superstructures in traditional societies to accept industrial economy (Badie, 1997:91). But industrialization is a phase of modernization in which, major functions of the society are focused on production, yet in all his writings Apter emphasize that the society should be considered as a system. In this system the government because of his functions has the greatest effect on the process of modernization and change in the social stratification. Apter should be known as of those theorists who

consider development and modernization as a political issue and locate development in the domain of political system.

Apter's model innovation is his simultaneous consideration of internal and external factors in modernization. External factors refer to inheritance of new roles from societies which have been industrialized earlier, while internal factors refer to the gradual adaptation of traditional society with the new roles. Since these changes are based on simultaneous impacts of internal and external factors, they are necessarily diverse and each society finds its own special solution for modernization. This what makes Apter's thoughts different from those of Daniel Lerner, Edward Schils and others? Functionalism is the origin of Apter's theory, which considers society or political system as a set of interrelated elements (Badie, 1997:49). Political systems in this view are comparable among different states at different stages of development, because they serve fixed set of functions. However, the distinction between political systems comes from the level of specialization in different political structures, structural variations of political systems and ways of fulfilling political tasks (Badie, 1997:49).

David Apter developed a functional model based on political structures that use for comparable study of political systems in the process of modernization. Apter emphasized on the role of political system in its general meaning including the state, political parties, and other political stakeholders who are involved in political power (Apter, 1967:42). The rhythm of modernization and social changes depend on the political system's structural requisite. Based on the foundation of the political system and the level of different parties and peoples participation in politics, the structural requisite and its application in distribution and allocation of resources will change (Apter, 1958:233-235).

Apter in his studies, attempts to investigate the performance of government on modernization and development. In his analysis of government's performance regarding modernization and development, he considers society as system of social stratification. Then, the main motivation in social behavior assumed to be an increase in social dynamics, in order move up in the hierarchy of social stratification. In this model there are three main aspects for analysis; social stratification, state, and political groups. State has the maximized influences in society due to its role in distribution of resources among different layers of social stratification and thus enjoys strategic figure in stratification. To understand and compare the performance of the states, functional requisite and the type of state according to its representative system should be considered (Apter, 1958:222-223). Apter defines structural requisite as a process that all government regardless of their features are involved in; Here the structure is meant patterns of interaction and activities in the form of institution (Ghavam, 2009:16). Apter's purpose of structural requisite is to emphasize on the necessity of institutionalization of specific function. Therefore he believes, there is a distinct difference between function and its institutional structure. Apter refers to the five structural requisite which exists in political systems (Apter, 1958:225):

- The structure of authoritative decision-making.
- Structure of resource determination and allocation
- Structure of accountability and consent
- Structure of coercion and punishment
- Structure of political recruitment and role assignment

Almond and *Parsons* perceived functional requisite as a minimum function of government for its survival. Apter however, consider them necessary to achieve state's goals, but also introduces structural requisite as an initial condition for the survival of political system (Ghavam, 2009:16). He explained the pattern of interaction between structural and functional requisite and claimed functional Requisite have to institutionalize in social structural orders.

The Structure of Resource Determination and Allocation

The Structure of resource determination and allocation states that societies supposed to distribute resources through specific structures in line with societal benefits and development. Structural Requisite of resource determination and allocation which is considered as one of the most important structural Requisites, include patterns, processes, institutions and tools by which, resources are distributed in society by government. Apter argues that political variables are more important than economic variables since they have a broader scope of influence; Means economy is dependent on the quality and function of political variables. Contrary to liberal belief that consider resource allocation and distribution as an act of economical sub-systems, similar to what happens in industrial countries, Apter believes that, resource allocation in modernizing states depends on the function and nature of

political system especially political parties, level of participation in power, powers division between state and people, army and bureaucracy.

Apter's emphasis on analyzing resources by political system, looks even more relevant today, since political systems impact on society, is more evident than other social sub-systems. As Borlatsky state, political system holds the superior power and has the highest chance to capture the benefits of resources in society (Borlatsky, 1981:52). Apter believes that developing nations are in a highly political condition and political trends are the major change moderator agents, means particularly political functions such as resource allocation determines, path of modernization and development. Schwatzenberg also, refers to two functions in his model which describe government's critical functions; the function of resource exploitation and resource distribution which he believes are key functions that enables political system to achieve public interest and development (Schwatzenberg, 1977:143). Apter's political insight toward development leads him to consider much of the responsibility for resource allocation and determination toward political system and the government. In his book *choice and the politics of allocation: a developing theory*, while he insist on the dependency of development to structural requisite, he specify the issue of resource allocation as the most important challenge for resource structures (Apter, 1971:8). According to his view, modernization as a means of transition process to the modern world began when man tries to solve allocation and distribution problem (Seif Zade, 2010:72).

In fact, the most important phase of political impact on resource structure is exactly manifested in allocation issue, because politics is dealing with the methods which could allocate limited resource among various sectors, so the allocation of resources is impressed by the power. Apter's approach to the issue of resource allocation is based on the general view that the official policy maker is dealt with the issue of resource distribution and want to determine how much of which resource needs to be received by who, when and how. Apter's emphasis on resource allocation help us to compare its prominence with that of resource management and resources social impact. Although resource management is a crucial phase in resource efficiency and effectiveness, however, for development, it holds the secondary importance since its direct role is much less comparing to that of resource allocation. Resource management leads to value-added generation, however if the value-added would not have the desired effects in society because of wrong distribution policies, then resources may find anti-development roles. This is a common phenomenon in natural resource led developments, which implies value-added distribution policies holds greater importance.

Modernization and Resource Allocation Models

The importance of political regimes in Apter's thought leads him to establish direct relationship between political regime and different resource allocation models. In other words, he argued that a resource allocation model varies in different political regimes regarding of their goals, mechanisms and implications. Figure 2 shows how resource allocation changes based on political regime intention and goals. Apter considered three main categories of political systems which are involved in modernization and development including mobilization system, reconciliation system and theocratic system. Mobilization system view modernization based on concentration of power in charismatic leader based on widespread ideology and values (Badie, 1997:95). Apter uses the concept of mobilization system for determining characteristics of an innovative system (Apter, 1967:39). Reconciliation system is exactly the opposite since its main characteristic is decentralization of power and lack of Unitarianist ideology. The system benefits from blessing of reconciliation and negotiation between different political groups. Also theocratic system is combination of hierarchical authority and instrumental values and is categorized in three forms: modernized authoritarian, military oligarchy and Neo-mercantilist System.

By focus on choice Apter defines development as processes which reduce scarcity and increase the possibilities of choice (Apter, 1971:8). The most important issue in the choice process is its political implications. Then Apter explained the choice process and resources participation in modernization according to Levi's analytical analysis. He called the process Structural Dynamics (Apter, 1967:38). Each of Apter's three political systems, reproduce its unique pattern of choice which consequently creates various allocation structures and resource distribution models. Resource allocation structures in each country simply rest on the choice patterns, while according to Apter's interpretation; political system is a mechanism for institutionalizing the choice models (Apter, 1971:11). Considering political system as an authoritative body which creates choice models means different political systems access different resource allocation models. And these patterns determine the amount of success in modernization. In fact, by altering choice process due to political system and unique formation of resources allocation models, one could argue that political system creates different modernization situations.

But the question remains that, what are the major factors determining choice models in political systems? These factors indirectly and sometimes directly affect allocation structure formation. According to Apter, choice models in political systems are affected by social stratification requirements and ideological requirements. Structures, values and norms also influence the aforementioned requirements. Apter believed that different governmental systems share two common characteristics; they all make decisions regarding social stratification and ideology as well. Stratification decisions are made in order to restructure social stratification in accordance with political system strategic needs and shaping of desirable social mobilization. Stratification decisions reveals the government's rationality, while government's ideological decisions leads to strengthening imperative and authoritarian power (Apter, 1967:227). Since stratification and ideological requirements vary in political systems, each system creates its particular choice model, which is used for determination of resources structure and creation of resource allocation and distribution model. Means governments regulate national resources structures in many various methods in order to achieve its desired social stratification and stabilize state ideology. The sobering fact is that the government's perceived desirability does not necessarily comply with public interests and civil societies concerns, so the model of resources distribution shapes in the way that lacks constructive role in the modernization and development, while only leads to the strengthening of the government's foundations.

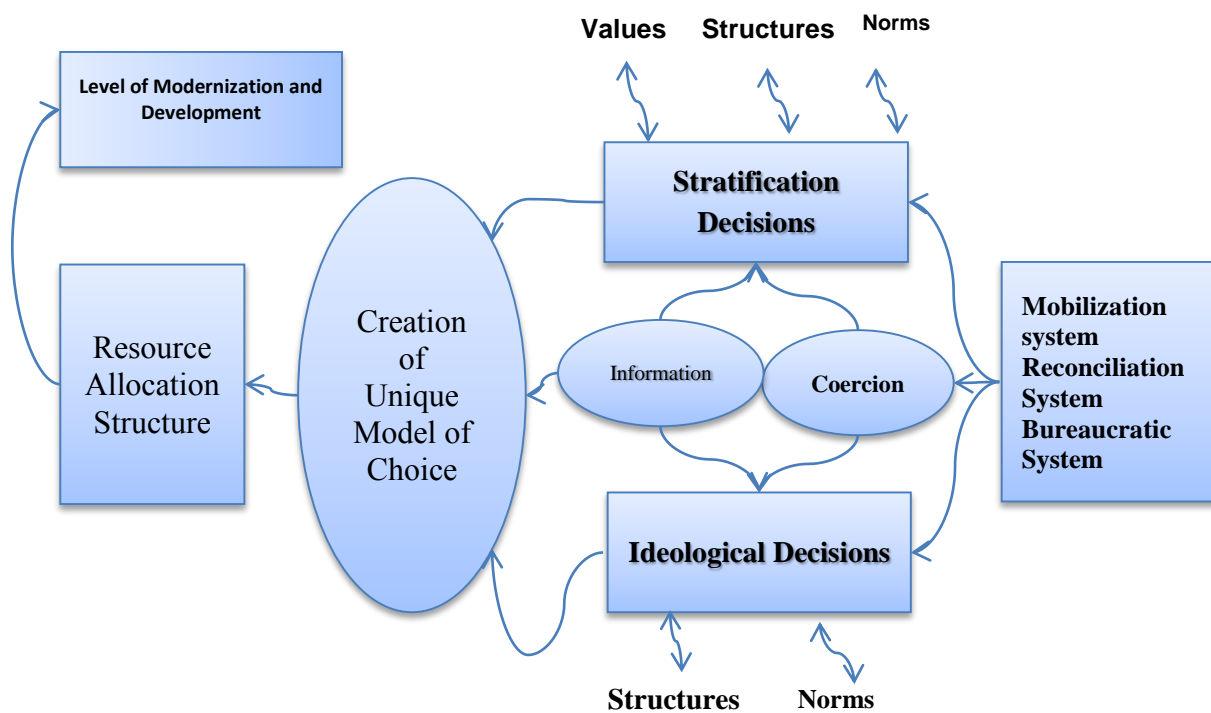


Figure (1): Formation of distribution of resource structure in the political systems

Apter in *The Politics of Modernization* stressed on information and coercion as the two major factors affecting the choice in political systems. Information and coercion are tools available for political system to form its own desired choice model with social stratification and ideology. Thus, these two factors also indirectly shape the structure of resources allocation.

According to political system characteristics, features and intentions, resources allocation structure, can express different functions and contributions in development. The structure of resources allocation based on the type of political system, allocate resources in the following forms:

1. Resources allocation structure in Mobilization state acts as a centralized mechanism which is mainly due to increase political system's power, authority and domination. In this structure ideology has the most important role in the formation of resource structure with the help of informational dominance and coercion.
2. Resources allocation structure in Reconciliation system distributes resources according to the public interest. Fading ideology in this system and its pluralism makes social stratification the main index in the function of resource structure in reconciliation systems.

3. Resources allocation structure in theocratic systems is more diversified. In modernized authoritarian structures, resources are allocated and distributed according to reconstruction and developmental goals but meanwhile its influenced by ideology and should include stabilization functions. Resources allocation structure in military oligarchy has a strong proximity with its counterpart in modernized authoritarian system (Haji Hashemi,2007:132). The difference is that in the later system, resource allocation structure maximize its utilization of coercion in order to stabilize desired distribution models in society. However in Neo-mercantilist societies the role of coercion has been faded in resources structure, and since the central authority has been weakened, resources allocates in line with modernization and social interests.

Conclusion

Apter's main focus in *Structural Requisite* was to determine essential functions for existence of any political system? (Apter, 1969:17). Resources determination and allocation is one of these structural Requisite's which indicates the importance of resource allocation model, as an essential function needed for the survival to be survived. Apter 's conceptualizations revealed the importance resource allocation and management models in modernization and development policies, since the various resources allocation structure's, creates various levels of development. Means failed development policies and underdevelopment in south has distinct roots in their conception of resources and applied resources allocation models. In other words underdevelopment and deficient resource allocation models are interrelated. Development without efficient resources structure seems impossible, since resources are considered as the pillars of development and growth. Apter emphasized that for modernization new roles should be emerged in modern society and specialized structures should institutionalize new roles. Structure of resource determination and allocation is not any exception, because the success of the modernization programs depend on refinement and updating roles and infrastructures related to resources at national scale. Moving up to higher levels of development depends on updating resource structure tailored to the new demands and goals.

Distribution and allocation of resources is affected by factors such as values, norms, social stratifications, ideology, information, coercion, political challenges, and even external factors. This finding means that there is always a fundamental tendency to redirect resources toward political goals instead of public interests and development. Because the resource structure is strongly influenced by political factors, there are real possibilities to deviate resources from its original function, which is public interest.

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