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# 4

## **INTELLECTUAL DEVELOPMENTS IN COMPARATIVE PUBLIC ADMINISTRATION**

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### **UNIT 9**

#### **Intellectual Developments in Comparative Public Administration**

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## UNIT 9 INTELLECTUAL DEVELOPMENTS IN COMPARATIVE PUBLIC ADMINISTRATION

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### 9.0 OBJECTIVES

After going through this Unit, you will be able to:

- Describe the role of ‘Section for International and Comparative Administration’ (SICA);
- Discuss about ‘The World Governance Index’ (WGI);
- Explain the ‘Comparative Public Policy Approach;’
- Highlight the features of New Public Management that impact CPA; and
- Describe the New Public Service paradigm, where in administration has to focus on citizens’ interests.

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### 9.1 INTRODUCTION

In Units 1, 2 and 3, we discussed certain essential attributes of Comparative Public Administration and various conceptual approaches to its systematic study including the Weberian bureaucratic model and the Riggsian Prismatic-Sala model. In this Unit, we will discuss some of the major landmarks in the study of comparative public administration since the dissolution of the Comparative Administrative Group in the early 1970s.

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### 9.2 POST COMPARATIVE ADMINISTRATION GROUP (CAG) PHASE

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In 1971, Richard Gable succeeded Fred W. Riggs, as the chairperson of Comparative Administrative Group. Just before leaving his chair, in

1971 itself, Riggs presented the final report of CAG's performance to the American Society for Public Administration (ASPA) and the Ford Foundation, the funding agency. When financial assistance to the CAG stopped, its activities were taken over by the newly created Section for International and Comparative Administration (SICA) of ASPA. Fred Riggs became the first chairperson of SICA (1973-74) and the activities of this newly formed unit of ASPA were implemented through vigorous efforts in organizing workshops and discussion panels.

It may be recalled that in 1971, Riggs had published the final anthology of CAG entitled 'Frontiers of Development Administration.' Two year later, in 1973, he published a monograph 'Prismatic Society Revisited' for the Institute of Social Studies, The Hague, Netherlands. In this monograph certain newer dimensions of the prismatic metaphor were investigated and elaborated. This was followed by another monograph Applied Prismatics (1978), which further modified the prismatic model. A few years later, Riggs had a stimulating dialogue with eminent philosopher Daya Krishna through the medium of Administrative Change, an international journal, in 1987. The dialogue was published in a book form, entitled Development Debate. Following 1987, Riggs devoted himself to the themes of 'Bureaucratic Politics, 'Unity of Politics and Administration' and 'Presidentialism' (the American system of government). To recognize the remarkable contribution of Fred Riggs to the study of comparative public administration, an annual 'Fred Riggs Prize' was instituted by SICA in 1987, to be awarded to scholars, who make outstanding contribution to the advancement of comparative public administration. The first three recipients of the prize were William Siffin, John Montgomery, and Feral Heady. Riggs continued to serve the discipline of comparative public administration until he passed away on 9 February 2008. But his legacy continues to inspire scholars of comparative public administration.

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### **9.3 SECTION FOR INTERNATIONAL AND COMPARATIVE ADMINISTRATION (SICA)**

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The Section for International and Comparative Administration (SICA) of ASPA is committed to introducing an international and comparative perspective into public administration. It aims to sustain an organizational context through, which scholars and students can sharpen their insights and improve their understanding of public administration and management systems around the world; push forward research in comparative / international public administration; support the publication of the Section's International Public Management Journal brought out by Harvard University; identify 'best practices' in worldwide public administration and management; promote teaching and training material in CPA; and develop innovative administrative responses to crucial problems facing the world. The SICA organizes annually the 'Ferrel Heady Round Table' focussing on contemporary academic developments and initiatives in CPA.

In 1998 and 1999, Public Administration Review published thematic articles on the progress and potentialities of international and comparative public administration. Besides, a special issue of International Public

Administration Journal in 2003-04 on 'Emerging Perspective on Development Management' was brought out.

Ever since its inception, the SICA has immensely contributed to the enrichment of teaching, research and publications in comparative and development administration.

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## 9.4 GOOD GOVERNANCE: A FOCUS FOR COMPARISON

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The movement of good governance, started in 1992, at the initiative of the World Bank and the UNDP, has spread throughout the non-Western World. Its philosophy and strategies have been adopted by the governments of most developing countries. While comparing the governance systems of different nations or their regional sub-systems, broadly, the following questions are addressed:

1. To what extent representative democratic institutions and civil society organizations are participating and influencing the policy and decisional systems of the governance system?
2. To what extent are human rights, judicial independence, and impartiality and honesty of the police force protected?
3. Are the governmental decisions being made and implemented in a transparent manner, and moreover, is there a well-established mechanism for ensuring that the right to information is effectively granted to and used by citizens and their groups?
4. What is the level of responsiveness of the governance systems towards the needs and demands of various stakeholders?
5. Are all stakeholders of the community involved in the achievement of the goals of sustainable human development?
6. To ensure inclusiveness and equity in the governance system, do the vulnerable sections of society get enough opportunities to improve and sustain their well-being?
7. How efficient are the institutions of governance?
8. To what extent are the government institutions using their capacity to ensure sustainable application of natural resources and the protection of environment?
9. To what extent and in what manner are the government institutions accountable to those who are affected by institutional decisions and actions?

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## 9.5 THE WORLD GOVERNANCE INDEX (WGI)

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In 2008, the Forum for a New World Governance (FNWG) created an index pertaining to international governance system. The index aims to provide on an annual basis, an image of the structure and performance of governance systems in cross-national settings. The index provides a portrait of the governance patterns of individual countries and thus acts, as a catalyst to reforms in this realm at the national and cross-national levels.

To develop a set of quantitative and qualitative indicators in designing the World Governance Index (WGI), is a complex process requiring continuing modifications and evaluation. Interestingly, in this index, the key goals of governance are clubbed with the Millennium Development Goals (MDG 2000-2015) and the Sustainable Development Goals (SDG 2015-2030). These goals broadly pertain to the following parameters:

1. Peace and security
2. Democracy and the rule of law
3. Human rights and participation
4. Sustainable development
5. Human development

Thus, the concerns of good governance have been juxtaposed with the holistic development goals. In the context of MDG, data was collected for 179 countries; each of the five indicators comprised 13 sub-indicators which, in turn, formed 37 indexes. These indexes were selected from the most appropriate data base. The WGI has proved to be an excellent index on the quality of governance in various nations and thus indicates the preferred strategies to improve the governance system in various domains.

Another Good Governance Index (GGI) has been launched in India by the Ministry of Personnel, Public Grievance, and Pensions of the Government of India with a view to determine the status of governance in the country. It evaluates the effectiveness of various initiatives and interventions in governance by state governments and union territories. Based on quantifiable data, the index helps the states and union territories to design and implement appropriate strategies for improving the performance of governance. The Good Governance Index focuses on ten functional areas, viz. agriculture and allied sectors, commerce and industries, human resource development, public health, public infrastructure and utilities, economic governance, social welfare and development, judicial and public securities, environment, and citizen-centric governance. Each year on December 25 (birthday of former Prime Minister Atal Behari Vajpayee) is celebrated, as the Good Governance Day by the central government, and the governments of states and union territories. This celebration motivates public servants to re-dedicate themselves to the cause of establishing more effective governance systems in crucial facets of public life.

Thus, comparative public administration is not confined to conducting cross-nation studies alone, but also involves cross-state, cross-region, and cross-sectoral studies within a country. This approach makes the scope and impact of comparative public administration broader and more comprehensive.

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## **9.6 NEW PUBLIC MANAGEMENT: COMPARATIVE PERSPECTIVE**

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In 1992, in the USA, a path-breaking book, 'Reinventing Government: How the Entrepreneurship Spirit is Transforming the Public Sector' by David Osborne and Ted Gaebler was published. It underscored the need to

make the government less 'bureaucratic' and more 'entrepreneurial.' The agenda of the book was to design a fresh role of government systems with the following maxims:

1. **Catalytic Government:** providing not only services, but also catalysing all sectors into action in the solution of problems.
2. **Community-oriented Government:** empowering citizens in service delivery
3. **Competitive Government:** promoting competition amongst various service providers.
4. **Mission-driven Government:** being driven by missions and not rules and regulations
5. **Result-oriented Government:** measuring the performance of organizations on the basis of their outcomes than on inputs.
6. **Customer-driven Government:** redefining clients, as 'customers' and offering them choice in service delivery.
7. **Enterprising Government:** mobilising efforts towards earning money instead of just spending.
8. **Anticipatory Government:** being proactive in the sense of preventing problems before they emerge.
9. **Decentralised Government:** resorting to decentralizing authority with a view to taking decision making close to the citizen.
10. **Market-oriented Government:** relying on market mechanisms in the provision of services rather than bureaucratic mechanisms.

Medury (2010) observes that public administration needs to gear up to the challenges of:

1. Redefining the respective spheres of state and non-state actors, building mechanisms for better interaction, and cooperation;
2. framing suitable laws and regulations that provide necessary stability, confidence, and enforcement;
3. responding to citizens' demands through innovative ways; and
4. building a professionalised civil service possessing necessary competencies, skills, public service as well as participatory and a pro-citizen ethic.

The above forms the agenda of action of NPM through the achievement of its three important goals of efficiency, economy, and effectiveness. It must be accepted that NPM disapproves of the perpetuation of traditional slow-moving, routinized regulation-oriented, centralized bureaucratic systems, and instead advocates the creation of adaptive, flexible, change-oriented, performance-focused, result-oriented, citizen-centric, community oriented, competitive, and decentralized, administrative systems that are not regimented by traditional rules and procedures. Ideally, therefore, an administrative system in government should be innovative, creative, forward-looking and inclusive in its approach to policy making, implementation, and evaluation. This would require adequate application of managerial technology of the private sector in a government system.

Starting with Great Britain and the USA, the NPM movement spread itself to Australia, New Zealand, Germany, France and other nations of the Western world and, under the influence of international donor agencies, made a visible impression on the governance systems of developing countries. Even the People's Republic of China, in spite of its professed communist ideology, adopted the NPM with great enthusiasm, backed by a host of innovations and initiatives that shrunk the role of public sector.

Expanding the role of private sector in the management of socio-economic affairs impacted the governance system of several countries including Malaysia, Singapore, Japan, South Korea, Vietnam, India, and Bangladesh. Consequently, the developing countries learnt important lessons in administrative reforms from developed countries. As a consequence, one can see an environment of healthy competition existing among almost all nations of the world to make their governments 'entrepreneurial.' Little wonder, the whole administrative landscape at the cross-national level has radically transformed on account of NPM.

Broadly the following transformations have taken place in most nations, as a consequence of the application of NPM:

1. The NPM reforms have a visible accent on markets, liberalization, privatization, and globalization.
2. There has been containment on the expansion in the size of bureaucracy; in fact it has been downsized in several operational areas.
3. Very few new public enterprises have been set up even in developing countries. Instead, several state enterprises have been fully or partially privatized.
4. A good number of services have been undertaken on public-private partnership (PPP) mode.
5. A healthy competition between public and private sectors in several important areas has been encouraged.
6. Quite a few services, earlier undertaken by the government systems, have been outsourced to private agencies on a contractual basis.
7. Citizen's charters have been released and implemented in a large number of departments and agencies. These charters are designed to enhance the quality and speed of public services.
8. Openness, transparency, and the Right to Information have been effectively integrated with government functioning.
9. There is a greater stress now on the performance-orientation of various government institutions, supported by outcome budgeting and performance auditing.
10. Systems of incentives and rewards have been instituted in many government enterprises and departments to enhance work performance.
11. There is an increased emphasis on goal-achievement and cost-benefit analysis in government agencies.

12. Lateral entry of experts into the civil service has been accepted, as a reform mechanism, with degrees of contractual appointments of administrators and technocrats in senior government positions.
13. Information technology has been extensively applied to financial management in the realms of accounting, purchases, payment etc. In fact, technology up-gradation and modernization have become well-accepted priorities in public systems.
14. Automation and Artificial Intelligence are being steadily introduced in select areas of government functioning.

The above attributes of transforming administrative system throughout the world are indicative of the trend of globalization in administrative systems. In this pattern, there is no rigid uniformity; there are similarities as well as diversities in governance systems in cross-national and cross-cultural contexts, with each country having its own unique and compatible designs and patterns. This is an evidence of the lessons that nations have learnt from each other through a comparative perspectives offered by the NPM.

## 9.7 THE NEW PUBLIC SERVICE APPROACH

While broadening the role and scope of public administration, Robert and Janet Denhardt have propounded a conceptual construct christened as the 'New Public Service' that is based on the cardinal principles of democratic citizenship, an increasing role of community and civil society institutions, organizational humanism, and the discourse theory. It is argued by the proponents of this approach that the primary role of a public servant is to help citizens to express and achieve their shared interests rather than to control or steer society.

The New Public Service Movement, as Denhardts' observe, though not characterized by concrete or rigid principles, offers certain lessons that may appear to be mutually reinforcing. A few prescriptive lessons from this approach may be summed up, as follows:

1. Philosophy of the governance system should be: "Serve, rather than steer."
2. Public interest should be treated, as the aim and not the by-product of a governance system.
3. Administrators should think strategically and act democratically.
4. Beneficiaries of government initiatives should be treated as 'citizens' and not as 'customers'.
5. Accountability of public servants should be primarily towards statutory and constitutional laws, community values, political norms, professional standards, and citizen-interest.
6. An ideal governance system should value people and not just productivity.
7. Citizen-oriented public service should be valued above the strategy of entrepreneurship.

The concerns of the New Public Service Movement reflect the time-honoured precepts of the classical political philosophy so well reinterpreted

by Dwight Waldo in his eminent work 'The Administrative State,' in 'Politics and Vision' by Sheldon Wolin. Organizational humanists such as Warren Bennis and most intellectual leaders of the New Public Administration Movement represent a philosophy that views administration in its context of its original meaning 'to serve'.

A question arises: How has comparative public administration engaged itself with the New Public Service Movement? If we look at the preamble of the UN Charter, the UN Declaration of Human Rights, the constitutions of various nations, and the election manifestos of important political parties across the world, there is a visible emphasis in them on the 'humanistic' side of governance process. Accordingly, public servants across the world are considered, as responsible catalysts to converting lofty notions of public service into practical reality. Obviously, citizens in most nations look to public servants, as prime movers of collective 'happiness' of the people. Currently, the attainment of the goal of 'Gross Domestic Happiness' is gaining acceptance along with the customary goal of enhancing Gross National Product in many countries. It may be of interest to note that there is an internationally accepted 'World Happiness Index' that places various nations on a scale of happiness of their respective citizens. This approach places greater responsibility on public administration to be humanistic and welfare-centric. This philosophy has provided a fresh vision to the applied discipline of comparative public administration.

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## **9.8 DEVELOPMENT MANAGEMENT**

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While conventional management is mainly focused on achieving internal organizational goals through an optimum use of resources, skills, and competencies; the recently evolved notion of 'Development Management' expands its goal-network by directing its attention to the achievement of social goals that form the context of an organization. Thus, under the development management approach, an organization uses its resources in influencing social processes or effectively intervening in such processes in order to achieve certain wider goals of community welfare. This strategy requires the cooperation and collaboration of several inter-dependent organizations. Hence, development management is expected to engage itself in the process of effecting inter-organizational coordination and collaboration. In order to be effective, development management needs the application of the following techniques and strategies:

1. Calculating efficiency or appraising alternative investments
2. Rational employee appraisal
3. Use of effective motivational techniques
4. Progressive and competent leadership
5. Economic and social policy analysis
6. A network of shared values
7. Motivational management
8. Resolving conflict of interest among various organizations
9. Consensus on goals through negotiation

10. Methodical process-orientation
11. Capacity building through skill development (Organization Development)

It would appear that development management is akin to development administration in many ways. However, the scope of development administration is wider than that of development management. Essentially, development management is a micro-level or middle-range phenomenon, while development administration is more macro in its concerns and scope. As for their ecological orientations, development management responds mainly to its social environment, while development administration is decidedly more ecological in its emphasis, and hence, attempts to respond to, and in turn, influences its political, economic, social, cultural, psychological, and technological environments. Undoubtedly, development administration has much greater relevance for comparative public administration than is the study of development management, yet one cannot conceive of the process of development administration without the support of an effective development management.

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## 9.9 COMPARATIVE PUBLIC POLICY APPROACH

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In the past couple of decades, a vibrant branch of comparative public administration has emerged in the form of 'Comparative Public Policy' approach. This conceptual construct has its roots in the period following the resurgence of New Public Administration that led to a vigorous emphasis on 'ideographic' public policy analysis. In the beginning, this approach was confined to the USA and a few other western nations. In fact, world's most eminent journal on Public Administration, the *Public Administration Review* carried scores of articles on the formulation, implementation, impact, and evaluation of public policies in multiple areas of socio-economic change. However, most of these articles dwelt on socio-economic public policies specifically in the American context.

It took long time before comparative public administration could find a respectable place in the journal under the chief editorship of David Rosenbloom (1991-96). This was done at the initiative of SICA of ASPA, which has continued to promote studies and research in comparative public administration.

Interest in public policy approach in a comparative context got a fillip, as a result of several cross-national initiatives in public policy analysis in the domains of education, health, environment, transport, communication, industry, commerce, agriculture, tourism, poverty alleviation, public service delivery, public-private partnership, participatory development, rural change, urban development, and other related areas. Developing nations could not be left untouched by this concern for analysing public policies in various facets and in a comparative context. Soon, this approach gained popularity mainly because of the big push given to it by international technical assistance and donor agencies. The confluence of good governance and new public management also acted, as a catalyst to the emergence and sustenance of comparative public policy approach.

Jamil Jreisat has identified the following facets of the comparative public policy approach:

- Public policy process
- Policy formulation
- Sub-policy designing
- Policy implementation
- Policy evaluation
- Role of mass media
- Impact of political leaders
- Influence of special interest groups
- Frameworks of decision-making
  - a. Rational model
  - b. Incremental model
  - c. Bounded rationality model
  - d. Consensus-building model
- Public policy and administrative discretion
- Impact of public policies on the structure, functions, and output of the administrative systems.

As of today, the approach of comparative public policy has gained acceptance in almost all countries of the world. It has emerged, as a focal point of analysis with conceptual as well as applied relevance.

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## **9.10 LOOKING AHEAD**

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We can project a few trends that are likely to feature in the development of comparative public administration, as a discipline:

1. Comparative public administration is likely to strengthen its presence and impact in years to come. Whether for facilitating a scientific analysis of administrative studies or for exploring increasingly effective structural, 'processual' or behavioural facets of the governance system, its role and utility are likely to increase substantially.
2. A large number of national and regional studies on diverse and broadly similar administrative structures, processes, techniques, behavioural patterns, human resource development, financial administration, urban governance, rural administration, citizen-centric initiatives, and ethical concerns are being undertaken by scholars in various countries. Hopefully, these studies will collectively pave the way for intensive comparisons among cross-national and cross-cultural administrative systems, effectively helping to generate generalizations in administrative analysis.
3. There may not emerge any fresh dominant paradigm of comparative public administration, but the following most eminent approaches are likely to prevail in the analysis of the discipline:

- a. Modified Traditional Comparative Public Administration Approach.
  - b. The Bureaucratic Model of Max Weber and the post-Weberian insights on the functioning of cross-national and cross-cultural bureaucratic systems.
  - c. The Prismatic model of Fred Riggs, as explained, re-interpreted, revised, and operationalized.
  - d. Research on commonalities, as well as, diversities in the administrative systems of Asia, Africa, and Latin America; and a fresh look at the administrative systems of western nations such as the USA, Canada, the UK, France, and Germany.
    - i. Greater focus on comparative public policy analysis.
    - ii. Continuing interest in the critical issues of development administration, administrative development, and development management.
    - iii. An interest in the study of governance system of emergent regional powers of Russia, China, India, Brazil, South Africa, and Japan likely to gain importance.
4. Analysis of the initiative of international agencies such as the World Bank, IMF, and UNDP in reforming the administrative systems of the aid-receiving nation.
  5. Intensive cross-national studies on the best administrative practices in the realms of education, health, human rights, gender justice, transport, ITC, urban development and rural governance, among others, will be undertaken.
  6. A focus on citizen-centric administration with studies on participatory governance, citizen's charters, and 'compassionate' administration will be included in comparative analysis.
  7. A greater interest in contemporary problems of law and order, internal security, terrorism, insurgency, protest movements, border conflicts, defence administration and conflict management level will become manifest in comparative analysis.
  8. Continuing advancement will take place in research methods used in comparative public administration in the areas of constructing operational definitions, research designs, and conceptual constructs.
  9. Popularization of comparative public administration in teaching and training can be anticipated.
  10. Publication of research studies, monographs, books, and journal articles on comparative public administration and the use of online electronic devices to upgrade the discipline are likely to be augmented.

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## **9.11 CONCLUSION**

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The Unit has dealt with the intellectual developments in the field of CPA that has led to its resurgence in the nineties onwards. SICA, NPM, World Governance Index, and NPS are the initiatives that have committed to

introducing an international and comparative perspective into public administration. Scholars and students can now sharpen their insights and improve their understanding of public administration and management systems around the world; push forward research in comparative / international public administration; identify 'best practices' in worldwide public administration and management; promote teaching and training material in CPA; and develop innovative administrative responses to crucial problems facing the world.

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## **9.12 REFERENCES AND FURTHER READINGS**

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## NOTES

