President
Ethics Management
International
The state of public administration is . . .

- Issues – many
- Challenges – demanding, formidable
- Opportunities – exciting

. . . robust, dynamic, engaging, rewarding, global . . . Shall I go on?
Questions

◆ What are the new issues, challenges, and opportunities?
◆ What are the underlying factors influencing new or emerging trends?
◆ What issues are unresolved? Why?
◆ What do we know or not know about the subject?
◆ How can we find out more? What research is needed?
◆ What is the “state of public administration” in the 2nd decade of the 21st Century?
Caveats . . .

• Answers, all–no

• PA viewed primarily from a Western perspective with an American bent

• Where you stand depends on where you sit!
Topics

- Theory
- The Profession
- Public Management Issues
- Networking and Partnerships
- Governance and Reform
- International and Global Challenges
Topics Not Addressed

- Methodology
- Professional Associations & Nonprofits
- Public Budgeting and Financial Management
- Civic Engagement
- Federalism & Intergovernmental Relations
- Legal Dimensions of Public Admin
- Development Management
Pa Theory . . . Always in flux, never at rest

- PA theory has always been a stepchild of many disciplines.

- Theorizing in an area where passionately held values compete for the soul of the profession—social equity, justice, participation, democracy, effectiveness, efficiency, and on and on.

- Practitioners in humanistic professions believe that the competence and expertise required of them is largely experiential and tacit, comprising lessons, principles, best practices, and wisdom acquired by doing, not by abstract reasoning.

- There is an inherent tension between theory and practice in PA.
Partial theories

1) Are public-private sector differences significant?
2) How can better client outcomes be achieved?
3) How can bureaucratic accountability be assured?
4) Why are some organizations more effective than others?
5) What specific factors affect organizational performance?
6) Does management affect results?
Bottom line!

- PA theory is fated to remain a heterodoxy of dissenters from orthodoxies favored by one or another philosophical protagonist.

- But it is, nonetheless, theoretically robust, resourceful, and healthy.
The Profession

- Identification – Who am I? Theory-Practice link
- Education – How to manage? How to lead?
- Administrative Leadership – search for the Holy Grail?
- Ethics and Integrity – dilemmas and reasoning
Administrative leadership

- From government to governance
- From hierarchy to networks
- “Working effectively at these boundaries requires new strategies of collaboration and new skills for public managers.” – Don Kettl
- “Failure to develop these strategies . . . Will worsen the performance of the administrative system.”
Education

• What competencies do professionals in public administration need?

• What knowledge, skills, and aptitudes does a PA professional need to have in order to produce results that serve the public?

• What does the profession consider to be the characteristics of exemplary educational programs that educate professionals in the field?
Ethics & integrity

• Which road to take? – internal vs external

• Traveling vs arriving –

• Ethical competency—what is it? Endless pursuit . . . So . .

• Context
Public management issues

- Human Resources
- Technology
- Emergency/Crisis Management
Human resources

• Diverse, dynamic, and extensive—includes training and development; recruitment, testing, and hiring; promotion; position classification; compensation and retirement; performance evaluation, human resources planning, and labor relations.

• Enduring issues –
  • Performance management
  • Succession planning
Performance Management

• Is not to be confused with performance appraisal
  • An HR function aimed at evaluating an individual employee’s performance to determine how well that employee is performing on the job.
  • Performance appraisals are aimed at past performance, not potential future employee performance.
  • Performance management is a broader, more comprehensive managerial process aimed at agency or departmental performance—it is future oriented.
• Pay-to-performance – pay increase is a function of organizational outcomes, not individual performance
  • Very difficult to implement
Succession planning

• Retirements, downsizing outsourcing, and aging workers create a need for effective succession planning whereby key leadership and professional positions are filled.

• Succession planning is an ongoing process that maps out 1) how employees will be selected and staffed 2) the sustainability of the program and 3) the impact and evaluation of the program.

• Succession planning is needed to head off a talent crisis in government and promote diversity management.
Technology & Public Management Information Systems

• Where have we been? Where are we going?

• Predictions are hazardous
  • In the 1950s, new IT was predicted to flatten organizational hierarchies—didn’t happen!
  • In the 1980s, scholars took a more contingent approach suggesting that IT enables but does not drive changes.
  • In the 2000s, new forms and processes found expression in e-commerce and e-government to enable direct democratic practices in place of representative institutions.
Beyond 2010 – the use of social media/Web 2.0 to increase participation, transparency, and interagency collaboration in the public sector

- Allows for bi-directional information exchange
- Shrinking the world or flattened the globe
- Arab Spring?
- A tiger by the tail?
Emergency/crisis management

• New profession – yes & no

• Prompted by 9/11 terrorism & natural disasters worldwide
  • Katrina, 2004 Indian Ocean tsunami, earthquakes in Haiti & Chili & Japan

• Emergency mgt in U.S. & crisis mgt in Europe & disaster mgt in India and many UN countries

• Technical skills vs HR skills – collaboration and network mgt
Networking & Partnerships

- Always an aspect of public administration but extensive use of these instruments for the provision of basic services is a contemporary phenomenon.
- Contracting
- Collaboration
- Interdependencies among governmental entities, nonprofit organizations, and private businesses has reached new heights.
Contracting

• Partnering?
• Accountability?
• Transparency?
• Corruption?
Collaboration

- From direct provider to enabler
- Rather than hollowing out or abdicating its functions to NGOs government can be seen as changing by rapid externalization . . . Involving linkage, partnering, and networking activities with NGOs.
- Governance is moving toward a system where government increasingly is a facilitator and cooperating partner.
Management challenges

• Involving people from disparate venues to engage in policy and entrepreneurial leadership.

• Brokering scarce public resources with external resources, ideas, and investments—bring different actors to the table—very different behavior than handing out grants or a loan or monitoring a contract.

• Managers must invest increasing resources of database collections and new information systems.

• Understand that the rules for supervision of knowledge workers are different. New rules entail 1) participation in the work instead of overseeing work 2) changing from organizing hierarchies to organizing communities.

• Foster information and communication technology links while recognizing that they are not a substitute for face-to-face meetings but a parallel mode of collaborative work.
Governance and Reform

- Civil Service Reform
- Bureaucracy and Public Policy
Civil service reform

- From neutral competency to political responsiveness and back . . .
- Protection to performance – latest reforms
- At-will status
- Quiet revolution is in full swing in the American states
- Tension between the need for managerial flexibility and neutral competency
- The state of civil service reform in the United States is in a period of transition
Bureaucracy & Public Policy—the nexus

- Separating policy & administration
  - Progressive Era

- Putting them back together again in the administrative state
  - Policy Science and Public Policy Studies
  - Speaking truth to power
Bureaucracy & Public Policy—the nexus cont.

- Recreating the Policy-Administrative Dichotomy in an Era of Networked Governance
  - New Public Management
    - Embraces a minimalist state
    - Accords no special role for public service or the public interest in policymaking
    - Aside from what market forces dictate
International and Global Challenges

- New Public Management
- Governance
New Public Management

- What is it?
  - Traditional model of administration is based on bureaucracy; NPM is based on markets.

- Three perspectives
  - NPM as ideology—believe that it works
  - NPM as design and implementation—pragmatic make it work
  - NPM as an academic research field—evaluate what works in what situations and why
NPM

- Is not a universal panacea for all social ills
- Does not address first order questions in PA such as relationships between
  - Public and private interests
  - Citizen and the state
  - Democracy and bureaucracy
  - Rule of law and pragmatic decision making
Governance

- Broadly conceived as an inclusive function that includes, in addition to central government, other payers who share in the responsibilities.
  - Local authorities
  - Business
  - Interest groups
  - Voluntary organizations
  - Mass media
  - Religious establishments
  - NGOs
Effective Governance that can be called “Good Governance” relies on core values such as

- Ethicality and accountability
- Trust, openness, transparency
- Rule of law
Good Governance system has the capacity to act in the public interest.

Yet good governance is not an endowed or a static construct; it continually evolves, adapts, and improves in order to be more responsive to society’s needs.
Good governance in the pursuit of the good society
Good Society Index

- Birth – in a good society, newborn infants should survive
- Death—people should grow old before they die
- Quality of life—and in between people should be satisfied with their lives
Factors contributing to a good society

- Quality of government
  - Effectiveness—are governments with higher quality bureaucracies that deliver better public services with independent civil services immune to political pressures more likely to be good societies?
  - Corruption—do less corrupt governments contribute more to a good society than more corrupt governments?
Figure 3

Good Society Index vs. Government Effectiveness

R^2 = 0.82

Source: Holmberg, QoG Institute 2007, World Bank - Governance Indicators 2002; limited number of countries, mostly European.

N = 40
Figure 8

Good Society Index vs. Corruption Perception Index

Source: Holmberg, QoG Insitute 2007, Transparency International 2002
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