

BLOCK 4

RESURGENCE FROM THE NINETIES ONWARDS

**(Disclaimer: There are 02 Units in this Block. However,
there may be some commonalities in the two.)**



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UNIT 9 INTELLECTUAL DEVELOPMENTS IN COMPARATIVE PUBLIC ADMINISTRATION

Structure

- 9.0 Objectives
- 9.1 Introduction
- 9.2 Post Comparative Administration Group Phase
- 9.3 Section for International and Comparative Administration (SICA)
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- 9.7 The New Public Service Approach
- 9.8 Development Management
- 9.9 Comparative Public Policy Approach
- 9.10 Looking Ahead
- 9.11 Conclusion
- 9.12 References and Further Readings

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; and

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.

9.2 POST COMPARATIVE ADMINISTRATION GROUP PHASE

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 Prisms (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.

9.3 SECTION FOR INTERNATIONAL AND COMPARATIVE ADMINISTRATION (SICA)

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 'Ferral 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.

9.4 GOOD GOVERNANCE: A FOCUS FOR COMPARISON

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?

9.5 THE WORLD GOVERNANCE INDEX (WGI)

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.

9.6 NEW PUBLIC MANAGEMENT: COMPARATIVE PERSPECTIVE

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.

9.8 DEVELOPMENT MANAGEMENT

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.

9.9 COMPARATIVE PUBLIC POLICY APPROACH

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.

9.10 LOOKING AHEAD

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.

9.11 CONCLUSION

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.

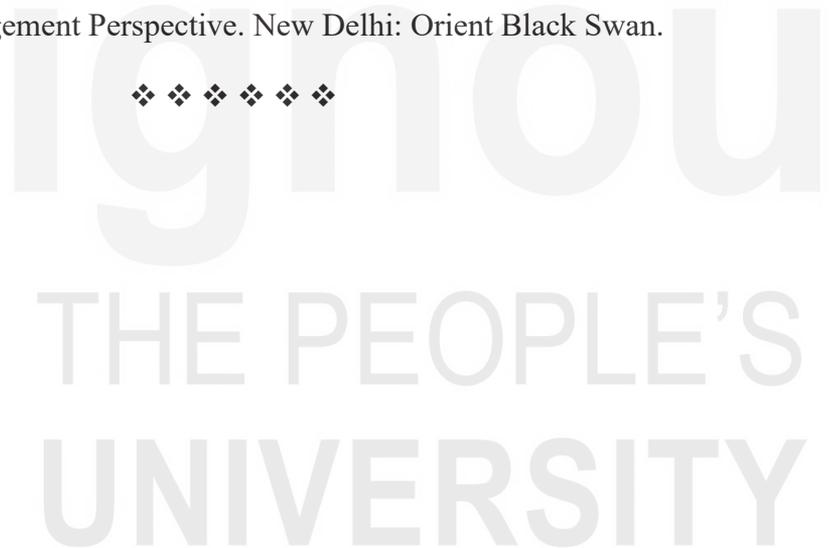
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UNIT 10 CPA: RESURGENCE FROM THE NINETIES ONWARDS: FROM CLASSICAL TO PUBLIC GOVERNANCE

Structure

- 10.0 Objectives
- 10.1 Introduction
- 10.2 Comparative Public Administration: Recent Trends
- 10.3 Impact of New Public Administration on Comparative Public Administration
- 10.4 Post Liberalization Impact
- 10.5 Conclusion
- 10.6 References and Further Readings

10.0 OBJECTIVES

After studying this Unit, you should be able to:

- Describe the recent trends in CPA;
- Discuss the impact of New Public Administration on CPA; and
- Highlight the post-liberalization impact on CPA.

10.1 INTRODUCTION

In this Unit we will deal with a discussion on the resurgence of comparative public administration (CPA) from nineties onwards. CPA that was once at its peak in the sixties to eighties started showing signs of decline towards the end of the eighties.

It was, however, in the nineties that CPA resurfaced with a new objective, philosophy, and orientation. Today, the contemporary CPA is concerned with the complexities of social change in the context of modernization and diversity. CPA has moved from the theoretical emphasis of the classical era to a new empirical emphasis that guides in making better decisions in public policies and management.

10.2 COMPARATIVE PUBLIC ADMINISTRATION: RECENT TRENDS

The classical comparative public administration (generally from 1961 to 1980) stressed transfer of Western technology to the non-western world, export of the ideas of democracy, modernization of the administration through external support, training by foreign practitioners, and setting of institutes of public administration etc. The classical era produced mostly the rhetorical debates about what constituted development and how it could be achieved. An appreciation of the local cultures and environments was

emphasized while framing the development policies but only few developing countries developed this with the help of foreign aid or comparative public administration model building. The primary reason was that the developing countries didn't have the kind of infrastructure, which the Marshall aid receiving countries of Europe had at that time. So the success of Marshall Plan could not be replicated elsewhere. In developing countries, comparative studies used to be confined to the case studies. The comparative lessons were often offered but were rarely followed in later studies.

In the 80's and 90's studies in CPA resurfaced but with a new objective, philosophy, and orientation. It started to revise several arrangements like RTI, Rule of Law, good governance, etc. in dissimilar countries. It has focused itself on the analysis of such operations of administrative systems, which affect functioning of several societies. Today, the contemporary CPA is concerned with the complexities of social change in the context of modernization and diversity. CPA has moved from the theoretical emphasis of the classical era to a new empirical emphasis that guides in making better decisions in public policies and management.

The following could be seen, as the recent trends in the studies of Comparative Public Administration:

- Learning the status of human rights in the nations
- Learning the status of Rule of Law and analyzing the barriers, if any.
- Learning about the role and contribution of the civil society institutions in the societies.
- Learning the stage of participation and involvement of the people in the implementation of schemes related to their welfare.
- Learning of the arrangements through, which accountability of politicians and administrators could be ensured towards the public through the mechanisms prescribed and accessible like RTI, citizen's charters, ombudsman, social audit, etc.

The focus of new CPA has shifted from constructing new theories to application of the already existing ones. In contrast to the past, the new CPA has been on finding solutions to policy problems. CPA is no longer determined by the flow of foreign aid money. CPA is moving towards a "reinvigorated functionalism¹." The comparative focus has been on practical issues of policy and administration, for example performance based procurement, performance budgeting, and performance management.

The International Public Management Network² (IPMN) promotes comparative public management, as one of the focus areas of comparative

¹ Structural functionalism in social sciences is a school of thought according to which each of the institutions, relationships, roles, and norms that together constitute a society serves a purpose, and each is indispensable for the continued existence of the others and of society as a whole.

² The mission of the International Public Management Network (IPMN) is to provide a forum for sharing ideas, concepts, and results of research and practice in the field of public management, and to stimulate critical thinking about alternative approaches to problem solving and decision making in the public sector.

administration. The Public Management Institute at Catholic University in Belgium has developed a set of performance indicators to compare national level performance of public sector in policy areas, such as, health and public welfare. The changing world order has created a set of conditions in, which the international interest in the results of public sector reform is increasing rapidly.

The CPA now focuses on non-governmental structures, international bureaucracies, and post-bureaucratic structures, such as, the non-governmental organizations and public private partnerships. New challenges like sub-nationalism, ethnicity, etc. are the important concerns of CPA now, which were never there for the traditional CPA studies. The traditional CPA literature did not have much empirical data due to lack of awareness about different systems, while due to enhanced information and knowledge, the new CPA does not face any such constraints.

Earlier, the national governmental organizations such as the Planning institutions, national bureaucracy etc., used to be the study point while the new trends in CPA emphasize even the study of supranational organizations, such as, WTO, the World Bank, and the IMF. This shows that now international bureaucracy and global administrative systems are being studied and not just the bureaucracy confined to a nation. Liberalization, privatization, and globalization have influenced the spirit of CPA to a large extent. This influence has made de-bureaucratization, as one of its focus.

The humankind today faces global problems for, which global solutions are to be found. This has forced public administration to be truly globalised and have an international outlook rather than a narrow country specific view. Terrorism, gender issues, environmental concerns, civil society initiatives and participation, human rights, labor laws, self help groups, trade barriers etc. are some such issues, which have to be tackled globally. This aspect has also helped evolve the new CPA outlook.

10.3 IMPACT OF NPA ON CPA

CPA has been influenced by NPA that has enriched administration to a wider perspective by linking it closely to the society. As such CPA has now been able to offer benchmarks based on administration being more public, more prescriptive, more client oriented, and more normative, but no less scientific.

In the light of social and political upheavals facing almost all countries of the world today public administration seems to be less in responding to the complexities, particularly so CPA. Concepts of citizenship, democracy, or public interest have evolved over time and they are continuing to evolve and consequently, the role of government and the role of the public service are being transformed in ways that push beyond the constraints of the Classic model and NPM.

As New Public Administration (NPA) theory necessitates on dealing with the issues on democratic citizenship, public interest, public policy, and services to citizens; theoretical foundations of public administration should

be based on the ideal of democratic citizenship. Public service derives its true meaning from its mandate to serve citizens to advance the public good. This is the *raison d'être* of the institution, the source of motivation and pride of all those who choose to create it their life, whether for a season or for a whole career.

NPA rejected the definition of public administration, as being value-free. Public administration should be value oriented, since not all the inclinations to the values are bad, and hence, are desirable at some moments of time. It, further, rejected a rationalistic and deterministic view of human type, since it found that human behaviour is important yet quite unpredictable. Public administration studies should, hence, focus on what administration can 'become' instead of focusing on what administration can 'be.' Finally, it rejected the 'politics-administration dichotomy,' since administrators of today are involved in policy formulation and policy implementation at all the stages. This has brought into prominence a new CPA.

Social realities have to be taken into consideration. People should see changes have relevant meaning, thereby, that changes should be specific to the needs of the area. Again going by the values, the proponents stated that value-neutrality in public administration is an impossibility. The values being served through administrative action are transparent. Further, social equity; positive, proactive, and responsive administrators with client focus; management-worker relationship based on not only achieving efficiency but also on human relations criterion to achieve organizational success; and operational flexibility and organizational adaptation to meet the environmental changes should be in-built in the administrative system.

10.4 POST LIBERALIZATION IMPACT

With LPG making inroads, the State is supposed to retain the core sectors while leaving the non-core sectors to private players. However, the state withdrawal from the non-core areas may gel with the developed countries, but not with the developing ones. State cannot just focus on the core areas alone and leave the rest to the private players. Public administration has to realize that the State still has a major role to play in regulating the nation's economic and social sectors. It is equally important that the State plays a role in providing basic education and health, in removal of malnutrition, in elimination of poverty etc. The perceived role of government is going through a change in that they are diverting their limited resources to these sectors instead in production of consumer goods.

Today, the aim of new public governance is to ensure that no one is left behind from reaping the benefits of economic development. Herein, the administrator plays a role of helper, catalyst, and facilitator, especially in social sectors like health, education, and rural development. Emphasis on this can enable the developing countries to move along with the other countries on the path of development, of course with few more institutions on capacity building and on mentoring a transformation in the traditional administrative culture.

Benchmarks for service delivery are now being set, so as to ensure and assure quality in civic services. These benchmarks are called Service

Quality Initiatives³ (SQIs). Public in developing countries is demanding better services but there is pressure on government to reduce the costs due to increasing public expenditure on welfare programmes. So service quality initiatives have been emphasized, as a means of reducing costs and improving the quality of services provided. It has also been recognized that an efficient public sector will enhance the overall economic performance. In Malaysia, a number of measures like 'Total Quality Management' (TQM), 'citizens' charters' etc. have been initiated. In Singapore, with the intention of providing high quality services, concept of 'Public Service in 21st Century' (PS 21) has been launched. In India the government has come up with the public service delivery excellence model 'Sevottam⁴,' which encompasses citizens' charters, service delivery, and grievance redressal, as its main constituents, so that high quality services could be provided to the people.

Empowerment of the citizens has been emphasized in the latest paradigm of 'New Public Governance.' With communications getting seamless, people are sensitive about the events that are happening not only in their immediate surroundings but also in other parts of the world. We can say that public administration is moving towards a rights' based approach, a culture of accountability and transparency instead of traditional hierarchies being sought to be imbibed in public bureaucracies. Innovative concepts such as e-governance, corporate governance, decentralization etc. are being offered, as solutions to the 'governance deficit,' which has been plaguing developing countries for decades. The role of government is undergoing a qualitative shift from 'doer' to "enabler" in the provision of goods and services and in imbibing a citizen friendly culture.

Herein, e-governance is being seen, as a great asset. It plays a major role in impacting a qualitative delivery of civic services and also transparency in governance. Everything is out in the wider public domain that prevents a misuse of public office and also allows wider information broadcasting. It makes citizens a part and parcel of governance.

As of now, the non-core areas are getting filled by voluntary organizations, non-governmental organizations, self-help groups, and community

³ Service quality (SQ), in its contemporary conceptualization, is a comparison of perceived expectations (E) of a service with perceived performance (P). This conceptualization of service quality has its origins in the expectancy-disconfirmation paradigm. A business with high service quality will meet or exceed customer expectations whilst remaining economically competitive. Evidence from empirical studies suggests that improved service quality increases profitability and long term economic competitiveness. Improvements to service quality may be achieved by improving operational processes; identifying problems quickly and systematically; establishing valid and reliable service performance measures, and measuring customer satisfaction, and other performance outcomes. (https://en.wikipedia.org/wiki/Service_quality).

⁴ Sevottam is a generic framework for achieving excellence in public service delivery. It comprises of 3 modules namely, Citizen's Charter, Grievance Redressal Mechanism and Capability Building for Service Delivery. As part of the Strategic plan for Capability Building towards implementing Sevottam Quality Management System, a Scheme for Strengthening of State ATIs/CTIs has been implemented during the 12th Five Year Plan 2012-2017 in Training Institutions in 10 States. This Scheme has been extended for a further period of 3 years till 31.03.2020 and now for another period of a year up to 31.03.2021. (<https://darpg.gov.in/relatedlinks/sevottam>).

based organizations. In developing countries, concepts, such as, signing of Memorandum of Understanding for improving the performance of public sector enterprises, corporatization of the loss making public sector enterprises, acceptance of the role of civil society in framing policies e.g. while designing Right to Information Act 2005 in India are found. Commitment of developing countries towards environmental conservation and to take necessary steps, so that these countries do not face an environmental catastrophe in future seems to be vital.

However, a correct balance has to be there between the call for a market structure and state functions. There has to be retention of the sovereignty of the developing countries over their own economic and social policy decisions. The indigenous development experiences and potentialities of developing countries are to be upheld.

10.5 CONCLUSION

CPA that had grown into prominence in the period from 1961 to 1980s started losing ground. CAG being no more in existence to support the developing countries in their efforts for revival, indifference of Western nations to the revival of the newly independent countries, conditional support etc. led to CPA's demise.

In 90's, studies in CPA resurfaced but with a new objective, philosophy, and orientation. It started to revise several arrangements like RTI, Rule of Law, good governance, etc. in dissimilar countries. It has focused itself on the analysis of such operations of administrative systems, which affect functioning of several societies. Today, the contemporary CPA is concerned with the complexities of social change in the context of modernization and diversity. CPA has moved from the theoretical emphasis of the classical era to a new empirical emphasis that guides in making better decisions in public policies and management.

10.6 REFERENCES AND FURTHER READINGS

Based on a work at <http://publicadministrationtheone.blogspot.in/>.

<https://www.brainyias.com/current-status-of-comparative-public-administration/NEW PUBLIC ADMINISTRATION>

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