CHAPTER III
GOOD GOVERNANCE AND PUBLIC ADMINISTRATION

Globalization and public administration are enmeshed in a complex pattern of interdependence that cannot easily be untangled, but the World Wide Web provides a transparent window through which to take a closer look at these linkages. Indeed, the Internet may be viewed both as a cause and consequence of globalization, and as an interactive link to connect it with administrative phenomena. According to pessimists globalization means that governments everywhere have become powerless and that managing globalization is an oxymoron, since globalization is shaped by markets, not by governments. Some have suggested that this powerlessness is reinforced by the coming of Internet age—that there is no governance against the ‘electronic herd’  

Both globalization and public administration are so complex and multi-leveled. However, if we focus on one aspect of public administration (the dynamics of bureaucratic performance in independent states) and one perspective on globalization (the images reflected through the Web) we can find a convenient and useful starting point. The Internet is a powerful manifestation of globalization -- it both results from and contributes to the modern dynamics that, by circular causation, have accelerated the information revolution of our contemporary world system. By contrast, public administration is an ancient phenomenon but in the world today, it has vastly expanded its scope.

People’s participation in Indian context. is generally viewed more in terms of passive support to the policies and programs of the Government.

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This approach reduced people’s participation to formal participation and their role in the policy to that of recipients, and not creative agents. In a conflict-ridden society, participation should include, increasing the capability of the collective to resolve conflicts. The apparent reasons seem to be the lack of political or bureaucratic will, an inability to sustain focus on a prioritized set of agenda points and an inability to exert agenda calls for a much deeper and systematic probe. The development model did warrant mobilization strategies. The development model did warrant mobilization strategies. In passive participative model, conflicts get accentuated, as distribution of resources is done on the given power structure. It is not that it was not at all attempted, but what was lacking was the mounting tempo of what Milton Esman called ‘politics of development administration’ giving rise to complex administrative culture.

Ancient rulers appointed officials to administer their realms and keep them in power. The precursors of modern Public Administration wrote treatises for kings, advising them about rules of conduct that would enable them to govern effectively and hold on to their thrones. The word, republicanism, is used here only because Republican theorists perpetuated this elitist perspective. The basic principle of modern public administration are expressed in the right of citizens, through their representative (polyarchic) institutions, to control bureaucracies on behalf of the governed and it flows from the bottom up. Although hierarchic rules based on republicanism were seen as necessary for efficient and responsible public administration, the universal premise of modern public administration has

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been that officials should always be accountable to the organs of representative governance, they were public servants, not masters over a subject population. This was the basic premise of liberalism. Although the guidelines for Public Administration taught during the past century stressed management principles that reflected the older hierarchic traditions, they presupposed the underlying duty of management to be responsible to elected representatives of the people. The concepts of public management and public governance are not mutually incompatible with one another. Nevertheless, not all practices of public management are part of public governance; and not all aspects of public governance are part of public management.4

The new principle of democratic networking is the ability of citizens to organize themselves to establish a civil society. Although this principle antedates the Internet, the new information technology based on the World Wide Web is both a basic resource for globalization and a foundation for civil society. This focus is crucial for Democratic theory. As Bernard Schaffer observed more than a decade ago, “The whole lesson is that development administration works only in conjunction with other factors of change.”5

The World Wide Web provides a resource that interested individuals and private groups are using with accelerating speed, all around the globe, both within states and across state boundaries, to create links with others who share their interests and concerns, and also to interact with public officials and elected politicians. In response, bureaucrats have become more

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responsibly interactive with individual citizens, viewed them as clients or customers rather than as subjects to be controlled or manipulated.

An important vehicle for such interactions that cuts across all the established public/private boundaries is the WWW -- including all the Web sites and interactive e-mail lists that it supports. To illustrate this proposition and to pave the way for more detailed inquiries, one needs to identify some of the more important sites and quotes selectively from them. Readers are encouraged to use the URLs that are identified by Government of Kuwait and India to visit these sites and in the global context, seek both to affect their environment and to use the information it offers.

In a broader perspective, this is only a start. Public administration, in response to globalization, now encompasses much more than the management of independent states. Increasingly, sub-states, cities, and local governments are establishing their own Web sites to present themselves and discuss their problems. Similarly, a growing number of international organizations -- both governmental and non-governmental in membership -- have become active globally and their staffing arrangements also reflect basic principles and problems of public administration. In growing numbers, they also have their own Web sites.

Changes in the intellectual climate that provided a new understanding of the role and scope of public administration propels this discourse while 'Reinventing Government' summarizes and celebrates this new understanding. The planners in India were quite conscious of the need for a different system to implement the planned objectives of development and wrote so in chapters of several plan documents. The government responded

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Mathur, Kuldeep 2004 'Administrative Reform in India Policy Prescriptions and Outcomes', in Munshi, Surendra and Biju Paul Abraham (eds ) Good Governance Democratic Societies and Globalization Sage Publications New Delhi, p 214
to this concern by appointing many committees to suggest changes in the system. In this administrative reform, public administration emerged as an academic discipline in India and provided the intellectual background for suggestions to improve public administration and nature of efforts at administrative reform in the face of globalization are closely linked.\footnote{Ibid., p 215}

The broad problem areas that an influential group of practitioners and scholars recruited from around the world consider important includes the focus on development as a process of economic growth and industrialization that is happening globally as both a cause and consequence of globalization. If one looks at the administrative implications of this process -- what challenges and opportunities does it pose for states and also for all kinds of non-governmental and inter-governmental organizations?

Another theme turns from the problems confronting public administrators to the methods they use to organize and implement policies, with special attention on the reforms and innovations that distinguish contemporary administrative practices from older and more traditional ones. The book of Osborne and Gaebler, was a landmark in the growth of ideas that have sought to build a new public administration. Public administration was admonished to 'steer rather than row', for 'those who steer the boat have far more power than those who row it'.\footnote{Osborne, David, and Gaebler, Ted 1992 Renventing Government How the Entrepreneurial Spirit is Transforming the Public Sector Prentice Hall New Delhi, p 32} Although democratization is rapidly expanding around the world, many states are dominated by dictators or ruling cabals. It is appropriate, therefore, to look carefully at the processes of democratization whereby responsibility for public policies devolves (polyarchically) to citizens through their representative institutions, posing problems for public administration that differ fundamentally from
those of traditional administration based on hierarchic chains of authority. Increasingly, therefore, public administration needs to be based on mechanisms that assure the accountability of officials to citizens and those they serve. Public managers are urged to steer not row their organizations, and they are challenged to find new and innovative ways to achieve results or to privatize functions previously provided by government.⁹

Among the radical changes that democratization has brought to the world are many driven by the expanding power of women in a world traditionally dominated by men -- and, one might add, by the proliferation of ethnic diversity and pluralism. These trends have important administrative implications, both substantively with respect to the policies pursued by public organizations at all levels, and also instrumentally with respect to the degree that women are included in the work force, not only to give them equal opportunities, but also to take advantage of their special knowledge and values as factors in the implementation of public policies. Such changes raise networking problems symbolized by the bottom side of the triangle: states must not only deal with individuals as atoms in a collectivity, but with groups whose growing power to organize and communicate thrusts them into the vortex of public administration as clients or customers and as officials of the state. Their distinctive interests need to be taken into consideration by government officials and elected politicians -- and they must also become partners in the processes of public administration. Where traditionally the government has responded to needs by saying ‘yes, we can provide service’ or ‘no, we cannot’, the new public service suggests that elected officials and public managers should respond to the requests of the

citizens by saying ‘let us work together to figure out what we are going to do, and then make it happen.’

Modern public administration, under the impact of democratizing forces, added responsibility to citizens, through elected officials, to the scope of its inquiries. Finally, in the context of contemporary globalization, the representing social networking and group rights has come forward as the result of globalizing forces. The past two decades have witnessed the emergence of great demands for "efficiency" within the increasingly complex environment in which public administrators - be they civil servants or political appointees - must carry out their responsibilities. The emerging demands for greater ethnic and gender responsiveness, the development of increasingly stronger civil society organizations and the growing calls for smaller and lower cost government all have placed extraordinary pressures on the contemporary public administrator for more efficient government. "Responsiveness" is yet another key issue confronting the contemporary public manager. As concerns about integrity, participation and inclusiveness have spread around the world, the citizenry of almost all countries are demanding more responsive government.

One needs to examine a triangle of relationships affecting administrative performance: relations to the organs of representative government involving accountability, hierarchic relations of command and control visualized as matters of efficiency; and interactions with citizens as clients or subjects of public administration, expressed as responsiveness. As Peter’s points out, ‘the central problem for implementing public management reforms in developing countries is that their success to some

10Ibid p 554
extent depends on the existence of public service values and practices that support accountability and effective management.\textsuperscript{12} The United Nations has launched a comprehensive information network for public administration to be known as the UN Public Administration Network (UNPAN) which includes Arab Administration Development Organization (ARADO) and The Economic and Social Commission for Western Asia (ESCWA) among others.

According to the report of The First Interregional Consultative Meeting of UNPAN, which was held in March 2000, on the basis of a working paper prepared at a preliminary meeting in June 1999, significant agreements were reached. Although the project does not cover substantive questions, it does illustrate a key feature of globalization: the information revolution supported by modern computer technology and the Internet. Globalization in this sense is viewed as inevitable. It is believed that the ‘new economy’, driven by recent developments in technology, brings in an economy that goes beyond its previous limitations.\textsuperscript{13}

The core themes in context of globalization and public administration in third world are:

1. Public administration as both discourse and practice
2. Reconceptualizing public administration
3. Empowering the citizen
4. Responses to organizational and social fragmentation
5. Moving from government to governance
6. Administration, self-administration, anti-administration
7. The democratic administrator

8. The eroding boundaries between public and private

No doubt one needs to know more about what they have in mind when speaking, for example, about "reconceptualizing public administration," but on the surface, at least, one may imagine that attention will be paid to the impact of globalization as a force that is transforming traditional structures of hierarchical management within India and Kuwait, opening the channels that enable citizens as well as government officials to interact widely, around the world, with counterparts who share their interests and experiences. Under the impact of globalization -- including our evolving capability to network with individuals at all levels and places, via the internet -- we need to broaden the scope of our field to include various categories of information that are usually ignored by specialists on Public Administration. It is also important to take the warning of Joseph Stiglitz seriously that 'If globalization continues to be conducted in the way that it has been in the past, if we continue to fail to learn from our mistakes, globalization will not only succeed in promoting development, but will continue to create poverty and instability'. Among the areas of inquiry that need to be explored further in the context of Public Administration, in order to complete the analysis of how globalization has affected public administration.

1. Gaps in the Coverage of States
2. The Continuing Role of Patronage
3. The Armed Forces in Public Administration
4. International Administration
5. Public Policy
6. Sub-State Jurisdictions
7. External Intervention and Technical Assistance

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Globalization has radically shifted the priorities for public administration by expanding the locus of action, both above and beyond states and also below them. While discussing the problem of defining the role of the state in the context of reforms, John Kenneth Galbraith once said, ‘the role of the government, when one contemplates reforms, is a dual one. The government is a major part of the problem; it is also central to the remedy’. State bureaucracies remain foundational, but their functions and style have been significantly re-shaped by the new and expanding structures created under the influence of accelerating globalization. To understand the impact of globalization on public administration in general, therefore, we need to look not only at what is happening in state bureaucracies but also at many other levels, including both trans-state and sub-state organizations.

New Web pages are needed at many levels, especially in the less developed countries where resources are still scarce and creating Web sites for Public administration may seem like a luxury that cannot be afforded. However, in the near future, even the poorest states will discover that a small investment in the creation of Web resources will prove cost-effective. They will be able, using them, to tap more easily into the world’s resources that can be mobilized to help them cope with the huge problems they face. Even where Web sites have been posted, most of the substantive discourse on Public Administration as a discipline continues to direct attention to the traditional problems of public management in sovereign states. In this context, ‘Public action’ is a recent and popular notion, which takes a wider perspective than public delivery and state initiative. It also incorporates ‘participation by the public in the process of social change’.

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rediscovery of civil society and the role that institutions in that sphere can play in promoting collective private and public ends.\textsuperscript{17}

Most writers on modern public administration presuppose the existence of a career bureaucracy. There are expedient reasons that reinforce this preference since it is only possible to train future office-holders when there are established procedures to recruit them on a competitive basis. By contrast, when officials are appointed because of family or political relations, it is impossible to predict who they will be. ‘Discourse can be both an instrument and effect of power, but also hindrance, a stumbling block, a point of resistance and a starting point for an opposing strategy’.\textsuperscript{18} One cannot, therefore, develop training programs for future patronage appointees. As result, it seems evident that Public Administration as a discipline has flourished mainly in countries where merit systems for recruiting public officials have been established -- on the basis of some kind of merit system. However, when one takes a global look at public administration as process of implementing public policies, it seems clear that in much of the world office holders are still the beneficiaries of political favoritism. Moreover, when we expand the scope of Public Administration to include sub-states, inter-state organizations, and NGOs, we will find that in these jurisdictions even more than in nation states, many office-holders are patronage appointees. But the two major attempts by governments to create networks of grassroots organizations in rural areas—cooperative and community development groups—had produced

\textsuperscript{2}Foucault, M 1991 ‘The Order of Discourse’, in R Young (ed), Unravelling the Text, Routledge London p 101
disappointing results at high cost. Also, because of "quota" systems favoring candidates who belong to particular national, racial, religious or ethnic communities, or because of their gender.

A second category of public officials who are typically ignored by specialists on Public Administration involves military personnel. Traditionally, the discipline has looked only at the civil services and ignored the armed forces. In a global perspective, it is even more important to include the military in our work on Public Administration because, in many states, military men have not only been involved in the management of public functions but in all too many they have actually seized power and become a ruling elite. Carino stresses that there are tensions and struggles in the regime-bureaucracy nexus. Regimes try to dominate bureaucracies. Bureaucracies fight back. Sometimes, bureaucracies persist largely unchanged through differing political regimes while in other cases new political leadership may obtain bureaucratic commitment to change especially if other civil institutions and social forces are involved in the movement. The overlap between the political and the administrative functions of the armed forces deserves systematic attention and needs to be brought within the scope of Public Administration as a discipline.

The boundaries between disciplines, and between the public and private spheres, have become increasingly blurred for many years, but globalization has accelerated this process. The field of public policy has emerged as a good example of the overlapping matrix that results. Networks

20Carino, L.V. 1992. Bureaucracy for Democracy: The Dynamics of Executive-Bureaucracy Interaction During Governmental Transitions College of Public Administration, University of Philippines: Quezon City
can be defined as ‘informal rules governing interactions between the state and organized interests’. Although public administration is clearly a focal point in policy studies, specialists in policy analysis feel uneasy about identifying their concerns with the field of Public Administration. The traditional focus of Public Administration on intra-state policy management within state institutions is no longer adequate. Globalization has, in fact, brought about a vast increase in the number of non-governmental organizations.

Globalization has already had a profound impact on the field of Public Administration, as illustrated by texts drawn from the growing number of Web Sites posted by governments, associations, universities, and others interested in this segment in India and Kuwait. However, in many ways the field remains rooted in premises that evolved in the context of state-centered civil service (career) bureaucracies and the laws governing their appointment and conduct. Everywhere, however, one can find creative and imaginative thinking that has gone far beyond these foundational premises to create a field of study, like Public Policy, that is increasingly response to the new world system generated by globalization and the revolutionary consequences of electronic information. While, it is also alleged that bureaucracy in India is opposed to the economic powers and functions to the Panchayati Raj institutions and more recently as envisaged in the 73rd and 74th Amendments to the Indian Constitution. The system of bureaucratic administration below the state level fails to satisfy most of the criteria of good governance.


A review of public management reform in developing countries demonstrates that although there have been very significant reforms that have drawn from the New Public management (NPM) menu, but most government functions are still performed by vertically integrated bureaucracies functioning in the Weberian model. Political reform should help deal with the technical aspects of corruption as it could secure commitment against it at the highest levels of Government. Conversely, these aspects could contribute to the political reform process, for example by undermining the economic base of those benefiting from bad governance. De-politicizing the corruption problem and addressing its technical aspects seems more compatible with UNDP’s approach, mandate and capacities. Impact of intervention to curb corruption at the national and departmental levels. Anti-corruption motions in Kuwaiti Parliament in connection with the privatization of the telecommunications corporation and the importation of arms. Pro-transparency legislation recently ratified in Kuwait. It requires foreign investors to report on investments exceeding US $ 300,000 and agents of foreign companies in to report on their commissions from purchases by Kuwait from the companies they represent. The main causes of corruption are due to policy distortions, institutional incentives for corruption and governance problems. Corrective actions include prevention, enforcement and interface between various stakeholders affecting or being affected by corruption, including government, citizenship, private sector, civil society. There is often overlap between public and private interest in Arab countries. Public officials often become private entrepreneurs after they finish their government service. The State should support social segments other than private sector to create balance and provide countervailing forces to private interests. Private sector has an interest in
social issues, e.g. avoiding high unemployment contributes to stability. Kuwait benefited from advice from the World Bank and from experiences of other countries. The World Bank recognized the importance of administration for development although not everyone agreed with the Bank prescriptions.23

The Kuwaiti Parliament’s intervention in the privatization of Kuwaiti Telecommunications Corporation when the Parliament rejected an initial offer for purchase where the value of the sale would have been only double its yearly revenue. The practical implications of the above conceptualization is that anti-corruption efforts should aim at:

1. Reducing the value of the benefit from corruption;
2. Reducing the probability of acquiring the benefit from corruption;
3. Raising the value of the penalty; and/or
4. Raising the probability of affecting the penalty.

The cases of administrative corruption and unethical practices are paramount everywhere over the globe. The idea that corruption may be a rational substitute for the market is also dubious as it fails to recognize that competition is reduced to a ‘money talks bottom line’.24 Corruption, when it is not firmly confronted and contained, especially before it becomes an ingrained and widespread disease in the governmental administrative body, could have a devastating impact on development efforts and programs. The inaccessibility of decision makers and the lack of public understanding of complex bureaucratic procedures also lead to the emergence of middlemen. They derive income from facilitating transactions between members of the

public and bureaucrats and so form a ‘group with an unambiguous interest in spreading the belief that corruption is pervasive’. This is why it is important to examine ways to renew and revitalize anti-corruption programs to enhance their effectiveness, impact and sustainability. Hence, anti-corruption programs should go hand-in-hand with administrative, social, and economic development strategies and programs. Indeed, anti-corruption policies and measures should be designed as an integral part of any administrative development strategies. According to Vohra Committee report in India there is a triangular nexus amongst, politicians, bureaucrats and criminals. But in fact it is a quadrangular by linking the three to ‘businessmen.’ Quality of Indian administration and governance has gone down all-round, more particularly at the grassroots or at the cutting edge where it comes in direct contact with the common people.

In this age of globalization, there is a profound connection between the public service and moral justification. Analysts from a number of disciplines and political persuasions approach globalization from a variety of perspectives. Often they see globalization as either the inevitable next step in human progress or the evil free-trade juggernaut that threatens the future of most of humanity. What they tend to omit from these discussions, however, is an explicit concern for the underlying moral basis and justification for globalization and the particular role of public administrators across the planet. Therefore, the aim of this section is to offer a moral framework for judging global policies, programs, and practices. Such a framework applies to all political, economic, and governance premises and processes, whether

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2Oldenburg, Philip 1987 ‘Middlemen in Third World Corruption Implications of an Indian Case’. World Politics Vol 39, No 4, p 533
3Pani, Niranjan, Mishra, Santap S., Sahu, Bijaya S 2004 Modern System of Governance Good Governance Vs E-Governance, Anmol Publications Delhi, p 50
global or not. Globalization simply focuses the issues more sharply and spotlights the need for institutionalized processes of deliberation, dialogue, and disclosure.

It also brings into clear focus the importance of justification and reason based on substantive moral content. John McMurtry’s (1998) Unequal Freedoms: The Global Market as an Ethical System demonstrates the need for establishing and elaborating a moral framework for globalization and a system of justification. McMurtry focuses on the underlying values that drive globalization, including what he refers to as the value program in which assertions such as “We must compete in the new global marketplace” are seen as given, natural, unalterable. Lives are valued, or not valued, in terms of the system’s differentials and measurements. All fulfill its specified roles without question and accept its costs, however widespread, as unavoidable manifestations of reality.

According to McMurtry, the value program underlying the global market system consists of “efficiency of factor allocation, comparative advantage, increased export earnings, rise in market share, increased GDP performance and annual incomes, and, above all, vastly increased returns on investment in an area of chronic under investment”. The master assumption is that the global market system is superior to any other. The underlying premise is that the private sector is efficient and the government is inefficient. Thus, “whatever the market does is good, and whatever government does is bad, unless it can be shown to serve the market”. The value program of globalization is a closed system of choice, which the

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2. Ibid., p 6
3. Ibid., p 8
4. Ibid., p 28
acquisition of money drives society and the impact on the civil commons is either ignored or discounted. But, as McMurtry asks, “if the common interest is not protected and advanced by government as distinct from the global market’s demands, then what is left to serve the shared life-interests of society? What becomes of community goods which are not priced and by their nature can only be safeguarded or provided by government?”^1

In McMurtry’s view^2, there is no publicly accountable institution that can protect civil society other than government. Therefore, government’s protection of the civil commons is the moral responsibility of public administrators, including their role in formulating, explaining, and justifying the moral choices inherent in global governance. Justification Douglas Yates (1981) argues that the American bureaucrat plays a preeminent role in public policy making. The bureaucrat chooses public policy values and makes hard choices when values conflict. Scholars have paid little attention, however, to the justification of the bureaucrat’s value choices. Therefore, Yates calls for discussion of values in our “bureaucratic democracy” and of what is involved in choosing those values so that a dialogue can provide citizens the knowledge and information needed to make intelligent judgments about the process of governance. Yates maintains that being elected and responding to constituents’ interests exempts elected officials form value accounting. Bureaucrats, by contrast, lack this legitimacy, and, thus, justification of their policy decisions is necessary. An assessment of the implications of policy for major public values such as liberty, equality, community, and the public interest should be part of the answer to the question of “what should

\[\text{\textsuperscript{1}Ibid., p 21}\]
\[\text{\textsuperscript{2}Op Cit McMurtry, J (1998)}\]
government do?” However, Yates is not optimistic that such an assessment would be helpful in offering clearer choices, illuminating policy dilemmas, and otherwise informing citizens. He, therefore, offers a more modest approach to value clarification. He argues that where value conflicts are great and the accounting problems substantial, public officials should provide a value analysis that informs its citizens and thus realizes a democratic control of administration. Another reason for value accounting, which seems to belie Yates’ pessimism about assessing the policy-values nexus, is the lack of a clear or coherent justification or set of justifications for government intervention. According to Yates, the lack a firmly rooted public philosophy, which means that virtually no restraints or normative principles exist to guide governmental action or inaction. He claims that, as a result, bureaucrats qua policymakers make value choices and implicitly fashion new rationales and precedents for government intervention. To adapt Yates’ call for justification of bureaucratic choice to the global level requires consideration of justification and public reason together, for they go hand-in-hand in elaborating and extending the kind of value analysis and accounting that Yates advocates. Several writers combine justification and public reason into “public justification”. Reducing red tape, reducing waiting in lines and on phone, simplification of forms and documents, easier access to information and creation of one-stop center have been considered as the five top improvements that can be made in improving service delivery. Timely and convenient access to government programs and services is the priority for citizens.

Fred D’Agostino (1996), for example, suggests that public justification, which he claims is “the key idea in contemporary liberal-democratic political theory,” means “no regime is legitimate unless it is reasonable from every individual’s point of view.” Furthermore, he notes that several theorists want to know how, “the ideal of public justification is to be properly articulated.” For example, Johns Rawls, “the foremost exponent of the idea of public justification,” according to D’Agostino, takes a more or less empirical position in determining reasonable from every individual’s point of view. Others, such as Gerald Gaus, tend to take a normative position. Thus, for Rawls, legitimacy requires actual agreement, while for Gaus “reasonable” means supported by good reasons. D’Agostino (1996) points out that with the Rawlsian position, “there is some danger that regimes will be judged legitimate which are supported only or mainly by ‘bad’ reasons – i.e., which depend for their ‘legitimacy’ on mistaken beliefs or morally inadmissible desires and preferences.” He goes on and says that the Gaussian position is a “demonstrations of legitimacy may not be practically efficacious – i.e., they may need to be supplemented by forceful impositions of requirements which, while supported by ‘good reasons’, are not actually accepted by the individuals concerned”. He concludes that much work concerns “the degree to which these competing demands – of ‘practical efficacy’ and ‘morality’ – can be balanced to yield some public conception of public justification. D’Agostino (1996) also highlights what he calls three especially important ambiguities concealed by the phrase “reasonable from the point of view of every individual:

1. Empirical/normative;
2. Consensus/convergence;
3. Maximizing/universalizing.

With respect to the empirical/normative ambiguity, D’Agostino’s concern is with the fact that, empirically, we deal with actual beliefs and desires. We are not concerned with which are better informed, less selfish, and more committed. Instead, we accept or respect actual ways of reasoning, however defective they might be, as well as actual levels of evidential and inferential adequacy. Normatively, he suggests two counts of vulnerability: “it presupposes an accessibly univocal reading of what it is reasonable to believe and desire and to infer from one’s beliefs and desires with respect to public political arrangements” “a normative approach seems to abandon an important guiding principle of justificationist accounts of legitimacy – to wit, their responsiveness to broadly ‘voluntaristic’ considerations”. In reference to the second ambiguity – consensus/convergence, D’Agostino (1996) focuses on the phrase “reasonable from every point of view”. He posits that we might read this phrase as invoking either the notion of a consensus or a convergence. If consensus, then members of a community share grounding reasons as their justification of the regime. If convergence, then they base their justification for a regime using the different reasons held by members of the community. On the third ambiguity – maximizing/universalizing, D’Agostino claims that different modalities of reason are involved. From a maximizing conception, an individual might consider a regime legitimate if it maximally advances that individual’s interests. On the other hand, from a universalizing point of view, an individual might consider a regime legitimate if it advances the interests of all seen from that individual’s perspective. The first position suggests individuals thinking as private agents about their individual welfare; the second position suggests individuals thinking about the common good. The

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central issue appears to revolve around the determination of an adequate conception of public justification, including balancing competing interpretations and demands.

D'Agostino (1996) points to the difficulty of identifying a trade-off among the various desiderata associated with public justification. He suggests that the prospects for public justification, therefore, are poor. He speculates that the postmodernists may be right, "in claiming that notions of legitimacy are inherently and inescapably themselves instruments of power, rather than 'rational' alternatives to force". He contends that, "if there is no public conception of public justification, any regime is 'legitimate' only given a conception of legitimacy that is itself controversial, and hence can be imposed only by force-not by the inducements of 'reason'. But how the legitimacy is generated? A useful distinction here is between 'input-oriented' legitimacy and 'output-oriented' legitimacy. Input oriented legitimacy derives from agreement of those who are asked to comply with the rules. Output oriented legitimacy derives from the effectiveness of rules to produce tangible results. Theorists on Governance see the growth of policy networks at local and transnational levels as further complicating accountability structures. Accountability may simply disappear in such a web of institutions because defining who did what is no longer straightforward. This development infers a lack of control on the part of central government, because inability to make someone accountable

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19Peters, Guy B 2000 'Governance and Comparative Politics' in Jon Pierre (ed), Debating Governance Authority, Steering and Democracy, Oxford Oxford University Press
implies a lack of power and control. D’Agostino is skeptical about the rational basis of justification and legitimacy. Nonetheless, the aim here is to demonstrate that such a basis can be identified and applied to public policies, programs, and practices, even on the global level. More specifically, the application of the unified ethic, as developed by Charles Garofalo and Dean Geuras (1999) in Ethics in the Public Service: The Moral Mind at Work, resolves the problems with justification, whether at the regime or policy level. The foundation of the unified ethic is the integration of deontology, teleology, and virtue ethics. This is contrary to the conventional compartmentalization of Kantianism, utilitarianism, virtue ethics or the compartmentalization of principles, consequences, and character. This unity, in fact, constitutes a single indissoluble entity that mirrors the unity of human nature. This, in turn, can inform our judgment and enable us to apply it to particular cases with intelligence, integrity, and consistency. It can guide the decisions and help to justify them on both empirical and normative grounds. Consider the three ambiguities noted by D’Agostino:

1. Empirical/normative;
2. Consensus/convergence; and
3. Maximizing/universalizing.

Approached from the perspective of the unified ethic, these ambiguities dissolve. On the normative level, the unified ethic does not represent a univocal interpretation of reasonable beliefs, desires, and political arrangements. On the contrary, it is grounded in human nature and our innate need for integrity. It goes beyond purely self-interest-driven

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Dav, Patricia and Klein, Rudolf 1987 Accountabilities Five Public Services, London Tavistock Publications, p 21
beliefs and desires by precluding the purely self-interest–driven distortions. The second ambiguity – consensus/convergence – is equally vulnerable to the value of the unified ethic as a moral lodestar. Whether citizens support a policy for the same reasons or for different reasons, their support originates in their shared normal point of view. Finally, the third ambiguity – maximizing/universalizing – is clearly a revised version of the hoary conflict between individual utility and the common good. The unified ethic, while allowing for individual freedom, promotes a balance between our personal interests and the needs of the polity. Thus, the unified ethic implies reforming the process of public justification and, indeed, decision making from an either-or approach to one that dissolves dualism by creating an integrated, coherent whole. In policy this integrated approach is especially beneficial. As Garofalo and Geuras (1999) indicate in discussing the application of ethical theories to unity, “Once they are understood in conformity with each other and applied to a case in mutual consistency, the ethical act can be reasonably explained in a comprehensive manner. The explanation, if compelling, elicits agreements from its audience, be they supervisors, subordinates, the public that is served, or their representative, defends the moral agent from charges of arbitrariness or worse; and serves as a model for other decisions and moral agents”. Global Moral Issues and Bureaucratic Choice Justification is complicated by a number of factors, including balancing competing values and claims, defining what is reasonable to diverse individuals and groups, and identifying what is to be justified or legitimated. Nevertheless, despite these complications, in a democracy, we expect public officials to explain and justify their policies, programs, and practice, which they design and implement, with moral

\[\text{\textsuperscript{42}}\text{Ibid.}, \text{p. 129.}\]
reasoning. The governance studies described how policy network come into existence, how they function and how they change. Networks can be defined as 'informal rules governing interactions between the state and organized interests'. As Yates says, "the first obligation of the appointive official or bureaucrat is to be explicit about the value premises and implications of public decisions".

For our purposes, justification of public policies, programs, and practices, as well as the conditions that result, can occur on two levels: the level of McMurtry’s value program or the level of policies either on the agenda or actually in force. Although bureaucratic choices consciously occur on the second level, the first level provides helpful perspective and context for understanding bureaucratic justification. Therefore, we will review the major features of McMurtry’s value program before turning to the policies, programs, and practices in contemporary global public administration. We recall that, by value program, McMurtry means the unconsciously held, presupposed norms and assumptions that govern our political and economic choices and actions. In the market system, he argues, one of the fundamental assumptions is the right to private property, which contemporary society considers given or natural. McMurtry maintains, however, that contrary to this aspect of the value program, the right to private property is not natural. Instead, it is a moral institution open to choice and rejection, an ancient and profound moral issue. Moreover, McMurtry implicitly raises questions about the limits of private property. If it is not limited, private property can be disastrous for whole societies such as Native peoples, Third World

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43 Blom-Hansen 1997 'A New Institutional Perspective on Policy Networks'. Public Administration, vol 75 no 4, p 676

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agricultural communities, and company towns. Nonetheless, he contends the market system rules out any limit on inequality of wealth or any dispossession of other people’s means of life by profit maximization. Still, in spite of these outcomes, McMurtry characterizes the market as a moral system, at least in its own terms. “If we think of a moral system as a set of principles held to prevent harm and promote good, with penalties and consequence of violations of its principles or laws, clearly the market order is a moral system”45. In McMurtry’s value program, the ultimate and unifying value of market doctrine is individual freedom, which is, “the supreme and universal value from which market theory and practice derive their ethical force and meaning”46. Government should be neutral, although the market conception of what is good is in the government’s province to enforce. For example, while government is not to interfere in the market, the first duty of government is to ensure the security of property rights, free exchanges, and profit opportunities.

Government, which is the market’s delegate in this regard, is legitimate only to the extent that it represents private producers and consumers. With respect to freedom, McMurtry observes that market theory and its declaration of human freedom appear to be contradictory. “Market theory,” he notes, “rules out any human or social responsibility for the laws of the market, for they are prior to and independent of society, as are laws of nature and God”.47 But, then, he asks: “How can people be self-determining if they have no voice, say, or responsibility in the most basic principles of the way their society produces and distributes their means of live?”48.

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46Ibid p 54
47Ibid p 73
48Ibid p 73
answer is that so-called free choices must rest within the market’s moral commandments. As McMurtry notes, “this value program is the unseen moral absolutism of our age”.

With McMurtry’s value program as a backdrop, we now turn to the key issues confronting global institutions today. Although economists, journalists, development specialists, and others, such as Korten (1995), Mander and Goldsmith (1996), and Grieder (1997) discussed these issues, they are especially salient for public administrators who must adjudicate among them on a daily basis. For example, Ali Farazmand (1999) highlights several global challenges facing public administration, including public-private sector relations. He argues that, “change in the character and activities of the state and of public administration from ‘civil administration to non-civil administration,’”

privatization, and elitism combine to challenge “the human conscience of the public administration community”.

With respect to the changing configuration of the public and private spheres, Farazmand (1999) maintains that, with the increasing dominance of the corporate sector, government’s role, “in the allocation of resources, the equitable distribution of wealth, the stabilization of economy, and economic growth has been overruled by the globalizing corporate elites.” As a result, the public sphere and citizen participation has shrunk. Therefore, “public administrators should resist shrinking this realm of public service by engaging citizens in the administration of public affairs and by playing a proactive role in managing societal resources away from the dominant control of globalizing corporate

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49 Ibid. p.62.
In Farazmand’s view, nothing less than the future legitimacy of public administrators is at stake.

The second challenge – the shift from civil administration to non-civil administration – is even larger. According to Farazmand, the traditional administrative state balanced corporate elite interests with broad public interests, but now “the balanced administrative state has been replaced by the corporate-coercive state”\(^{52}\). The center is becoming hollow because of three tendencies:

(i) the core executive is losing or conceding capacities to societal actors,

(ii) the core executive is losing or conceding its capacity to other state actors; and

(iii) The core executive is losing or conceding capacities to supra-state entities.\(^{53}\)

Thus, public administration is being transformed from administering public affairs to administering the public itself, “for social control and facilitation of capital accumulation”.\(^ {54}\) Public administrators with a social conscience, Farazmand argues, should resist this change. Third is the challenge of privatization, which Farazmand claims, “Promotes greater opportunities for corruption”.\(^ {55}\)

“Public administrators,” Farazmand contends, “must resist the market-based concepts of treating citizens as consumers and degrading them to
market commodities”. Fourth is globalization’s tendency to promote elitism and elites who operate as subsidiaries or agents of transnational corporations. Many of these “corporate mercenaries” in less-developed nations “run repressive regimes which violate the human rights of their own people”. The paradox is that, “globalization has produced a massive concentration of corporate power and has centralized its organizational structure while at the same time governmental decentralization has been promoted across the world”. Finally, Farazmand asserts that, “globalization challenges the human conscience of the public administration community”. Public administrators, who are “professional citizens of the global community,” are responsible for addressing many moral issues, “including the conditions and deprivations of the poor, wage slavery and sweatshops in global factories, environmental destruction, global warming, and inequity and injustice”.

Public administrators can raise global consciousness about global issues, “question the sincerity of the elites, oppose exploitation, and resist being used for undemocratic, unjust, and inequitable purposes around the globe”. Farazmand suggests that the Internet and other communication systems can be helpful in this regard. Globalization reduces the strength of traditional identities. Globalisation functions through local and national spheres, and may even strengthen them by providing social actors with new arenas of contest and sources of support.

*Ibid., p 518
*Ibid., p 518
*Ibid., p 518
*Ibid., p 519
*Ibid., p 519
*Ibid., p 519
*Ibid., p 519
*Olesen, Thomas 2002 Long Distance Zapansmo Globalization and the Construction of Solidarities London Zed Books

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The upshot of Farazmand's position is that public administrators in both more- and less- developed nations are guardians of global community interests who "have a global responsibility to act ethically and morally in a coordinated manner". Beetham identifies some of the characteristics of public administration as 'its compulsory character, its particular relation to the law [and] the public accountability of its operation'.

McMurtry's value program and Farazmand's challenges represent the background and foreground, respectively, of contemporary global public administration. Together, they constitute the environment within which ethically conscious public administrators can play a dual role: they can set a moral example within their own institutions through justification of their value choices, and they can press for inclusion of policy and program justification in their institutions as a whole. The unified ethic summarized in this essay and Nigel Dower's (1998) world ethic, which expresses the unified ethic and includes a set of universal values applicable to all people and a set of global obligations that link all people, should animate such public administrators. They should combine their conscience and commitment with moral coherence and conviction to effectuate a strategic moral vision exemplified by the 1948 Universal Declaration of Human Rights. Such public administrators would subscribe to what Dower calls the cosmopolitan position, the core of which "is a belief that in the last analysis all human beings live in one 'moral community' and that any form of organization at any level has to be assessed in terms of how well it allows or enables human beings to achieve well-being and moral agency".

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61 Ibid. p 519
62 Beetham, D 1987 Bureaucracy, Milton Keynes Open University, p 3
For Dower (1998) rights are critical not only to the attainment of life’s basic necessities but also “to what assures dignity and the exercise of rational autonomy”\textsuperscript{66}. Dower argues for distinguishing between justified and unjustified negative effects of action, and that “either the idea of unjustified policies takes us back to more specific canons of fairness and justice . . . liberty, non-coercion, non-deception or it points us to a principle of not either directly or indirectly causing extreme suffering/poverty, a state of affairs below a minimum level of acceptability, as a basic principle”.\textsuperscript{67} Dower concludes that, “this cannot be an absolute principle, since there are many other important goals of public policy with which it will clash, but it needs to be seen as an ever pressing consideration”.\textsuperscript{68}

While Clay and Schaffer posit that the public officials build coalitions, bargain, compromise, co-opt, guard information and devise strategies in order to further their personal or organizational objectives.\textsuperscript{69} The objective is control over the policy process in areas, which are of particular concern to the actors involved. As Allison briefly observes ‘where you stand depends on where you sit.’\textsuperscript{70}

Yet, even if committed in principle to Dower’s world ethic, the morally and globally conscious public administrator doubtless would ask how such an ethic can be realized, given the level of moral sophistication and conviction prevalent in most public institutions. Such an administrator would be sensitive to the strategic and tactical dimensions of justification, as well as its moral importance and implications, and would wonder how to act,

\textsuperscript{66}Ibid p 146
\textsuperscript{67}Ibid pp 147 148
\textsuperscript{68}Ibid pp 147-148
\textsuperscript{69}Clay E J and Schaffer, B B 1984 \textit{Room for Manoeuvre: An Explanation of Public Policy in Agriculture and Rural Development}, London Heinemann
\textsuperscript{70}Allison G T 1971 \textit{Essence of Decision}, Boston Little Brown p 176
to paraphrase Farazmand, in a morally coordinated manner. Therefore, a recommendation for institutionalizing justification of value choices in public administration must build upon but go beyond Yates’ prescription by providing some guidance to administrators in their search for morally grounded decisions and actions. This is the role of the unified ethic. As noted, the unified ethic is a concatenation of the major ethical strands in philosophy—deontology, teleology, and virtue. Together, they can provide the public administrator moral clarity, coherence, and consistency. These qualities, in turn, can empower the administrator in both thought and action and engender morally informed justification of decisions and actions. Bureaucrats would no longer have value choices hidden behind decisions as fragmented, with principles, consequences, and character considered as separate categories. Instead, the embodiment of the integrated ethic, imagined and implemented by autonomous and accountable moral agents, experts, and stewards of the public interest would articulate those choices. We can translate this combination of philosophical and functional perspectives into morally grounded and skilled value choices and decisions through institutional support, training, and leadership.

Organizations such as the United Nations, the World Bank, the International Monetary Fund, the World Trade Organization, and the World Health Organization, are the forum in which we can address the justification of global policies, programs, and practices. They, other international forums, and the court of world opinion adjudicate the value choices behind those policies, programs, and practices. At the same time, we must acknowledge the obstacles to creating and sustaining this process of justification.

As Jane Davis (1986) notes, “international institutions may be suitable arenas in which to attempt to raise the moral consciousness of member states
and their respective publics, but in reality they are somewhat less conspicuous for effective, practical implementation of agreed policies. Nonetheless, we must also acknowledge, as Davis observes, that North-South decision-making processes are infused with moral issues and that the North-South debate is replete with such notions as justice, equality, rights, and obligations. Therefore, despite the amorality and immorality that some associate with international relations, the idea of introducing moral considerations into global decision making is not new. It is, instead, a persistent matter of political will, moral courage, and a commitment to begin.

Perspectives and practices perspectives on governance that is “good” - good governance - and practices of good governance are of course not exactly the same thing. Over the last decade, governance has become a major field of international development cooperation. Some Key Elements in Supporting Public Administration Reform for Sustainable Development are as below:

1. Enhancing the efficiency and planning capacities of national institutions in environmental, urban and natural resources management.

2. Creating a new system of training and capacity building to address and meet new market and labour demands and required skills in various levels and fields.

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1 Davis J 1986 'Confrontation or Community? The Evolving Institutional Framework of North-South Relations' In M Wright (Ed) Rights and Obligations in North-South Relations Ethical Dimensions of Global Problems New York St Martin’s Press, p 161

3. Reorienting the education system to meet the challenges of a diversified economy and globalization. Equally important is the notion of economic globalization.73

4. Strengthening the administrative, regulatory and personnel systems, and revitalize public sector management.

Equitable distribution of resources and access to services and equal opportunities. The central issues of sustainability - ownership, fiscal discipline, incentives, political support and external aid – would also be addressed.

The public administration and civil service reform in promoting and achieving democratic governance is a key strategic goal in the pursuit of sustainable development and achieving the Millennium Developmental Goals (MDGs). Five areas of support are defined as strategic and key entry points in pursuing such reform:

(i) Promoting a professional, merit based and neutral civil service;
(ii) Functional reviews in public administrative reform;
(iii) Strengthening transparency, accountability and codes of conduct within the public administration;
(iv) Training of civil servants to strengthen professionalism, integrity and meritocracy in the civil service; and
(v) Promoting the use of ICT for e-governance.

The Kuwaiti Government’s planning efforts since the 1960s, have varied over time in emphasis and approaches. each has concentrated broadly on the same four objectives:

a) Improving productivity and participation in the nation’s economic activity:

b) Achieving a more balanced population structure and labor force profile;
c) Restructuring the economy and diversifying the non-oil productive base; and
d) Maintaining the present level of social welfare for Kuwaiti citizens. In 1993, the government launched the Administrative Development Project, in cooperation with UNDP, in response to citizens’ demands as well as government desire to change existing public service delivery system.

In 1997, the government launched another two projects to:

1) Strengthen the National Planning System; and

2) To initiate public management reform. In addition, the government of Kuwait, in cooperation with UNDP, embarked on an ambitious ICT strategy to introduce information technology in all government ministries as well as private sector institutions aiming at improving public service delivery, improve access to education and health services—among others.

Most studies on globalization in the West Asia have, linked the region’s comparatively low levels of global economic integration to any combination of insufficiently developed local markets, an underdeveloped or non-existent local labor force, inadequate and inaccessible information technologies, and ‘moralizing’ or other defensive reactions by local leaders to the perceived socio-cultural and political threats of globalization.^^

Though there are indigenous as well as exogenous factors responsible for the

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nature of economic globalization. Some studies have examined the outside factors prompting international investors to be leery of these states; the internal barriers to globalization have remained largely unexplored. In case of Kuwait since the early 1990s, the government has been undertaking a number of key initiatives to modernize its institutions and existing delivery system for public services. Contrary to popular thought, societal groups in Kuwait do hold state power in check. Formal and Informal groups based on different affiliations bring to the government’s attention their particular interests. These initiatives are underlined by a keen desire for change on the part of the government as well as citizens. To that effect, many sub-projects were initiated and either are now completed or still on-going such as a modernization project with the Council of Ministers and the Kuwait Institute for scientific Research. Both, projects provide a new paradigm for the collection and dissemination of data and information for policy makers in the government. A project of development of a Client Inquiry System for the Ministry of Commerce and Industry has been completed. And a project to support a Development Planning Decision Support System for the Ministry of Planning is in the pipeline. The Client Inquiry System established an on-demand inquiry system for the public at large. Transparency of access to government information is the primary thrust of this effort. The technology was developed and demonstrated though a prototype of the proof-of-concept. This prototype can be replicated in other government agencies to increase access to information and deliver service status reporting. The Civil Service Commission (CSC) President has taken

7Cecilia Klein, Abdelah, Jbili, Kevin, R Taecker, and Shafeeq, Ghabra 2000 ‘Joining the Global Rules-Based Economy: Challenges and Opportunities for the GCC.’ The Middle East Policy, Vol 7, No 2, February pp 1-19
8Crystall, Jil 1992 Kuwait The Transformation of an Oil State, Westview Press Boulder, CO, pp 65-89
full ownership of these efforts. The political development characterized by
the state-guided democratic reform has been increasingly displacing the
narrow authoritarian model prevalent since World War II.77

Kuwait Ministry of Planning- Strengthening National Planning
System (1997-2001) project is intended to support one of the principle goals
of Government’s Program of Action for the period 1997-2000, namely, to
change the process of formulating and implementing the development
policies essential to achieve a new vision of Kuwait society, by putting in
place either a strategic planning process or an improved long-term planning
process which closely links the long-term vision for the nation, the medium-
term development priorities, and the annual budget. The project will also
build capacities within Government to effectively implement this new
system, and will produce a strategic or long-term plan, a medium term plan
or program, and an annual plan, which applies the new system.
Accomplishing this goal calls for a two-pronged approach. First,
strengthening the effectiveness of the system adopted by the Government to
carry out its planning responsibilities. Second, strengthening the capacity of
the relevant organizations to enable them to apply this system to its
maximum impact.

Support to Public Management Reform (1995-1997)- The project is
to support governmental reform, including restructuring of the Executive
Branch, by assisting the Government with substantive advice, management
services and program development assistance. It provided short-term subject
matter technical experts for:

(1) Business Process Reengineering:

77Ghabra, Shafeeq N., 1997 'Balancing State and Society: The Islamic Movement in Kuwait', Middle East
Policy, Vol 5, No.2, p 59
(2) Decision Support Systems;
(3) Restructuring of the executive Branch of the Government;
(4) Project Management and Support Services; and other areas as needed.

It was in the early years of the 1990s that governments throughout
developed and developing world became interested in the potential
ctribution of information and communications technologies (ICTs) to
transforming public services and governance. Since then, we have seen
huge changes in these technologies and in the way they are used. ICTs are
no longer elite technologies, available only to those with special training and
know-how.

In Kuwait, ICT dissemination among children and youth is geared to
enhance educational opportunities and cross-regional networking and
learning. Projects to support the use of ICT in order to improve Education
Service Delivery are put in place in order to achieve the following
objectives:

1. Promote and support the usage of Information and Communication
   Technology (ICT) in the education system.
2. Initiate, develop and produce educational software for the region
   through the center or in cooperation with other institutes.
3. Improve the development of human resources in the region through
   using new information and communication technologies in education
   and training.
4. Serve as a catalyst for fostering different activities aiming at utilizing
   ICT in education.
5. Improve in access and quality of learning.

Milton Keynes, Chapters 1, 3 and 4.
6. Enrich and diversify the instructional support.

7. Build well-structured instructional products in Arabic and tailored to school's needs.

The rapid response to the so-called “digital divide” in accordance with the rapid pace of ICT innovation is essential, and reaffirms the need for a multi-faceted and multi-layered effort by all stakeholders. ICT can be used as an excellent instrument to promote good governance, provided the cost benefit implications are kept in view. Most importantly, there is need for a priority action that must be taken - by national governments and their citizens, the international community, the private sector, non-profit and community organizations - in various forms of partnership, to make this opportunity a reality. According to Mary Ann Tetreault, the democratic experiments has some roots extending back to the 18th and 19th centuries, through key events in the 20th century. Under Education and Human Capital priorities areas, UNDP has identified detailed actions that should be taken: Promote and support ICT dissemination among the children; Enhance the training of teachers on ICT and the “digital literacy” of pupils; encourage the software community, including the open source and commercial software communities, to develop applications relevant to developing countries, to make its software available to such countries and localize software applications, while at the same time helping to promote the growth of local application development capacity in these countries; encourage local content development, translation and/or adaptation in developing countries to fulfill the needs of learners, scholars, professionals, and citizens for

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education, learning, training and application development, including provision of online access; support national and international programs for digitizing and putting public content online, focusing on multilingual applications and local heritage.81

Kuwait is working closely with the UNDP to develop a program to transfer state-of-the-art software technologies to the Arab region. In short, culture appears to connect closely with information technology design outcomes.82 In Kuwait, UNDP is collaborating with the Ministry of Education (MOE) and the Regional Software Technology Centers. The latter is a project funded by the United Nations Development Program (UNDP) and the Arab Fund for Economic and Social Development (AFESD) to serve the Arab region. The resources of this project were used to support two centers for advanced software technology and software production. The general objective of the project is to create the necessary instruments for the transfer of state-of-the-art software technology to the region. The Regional Information Technology and Software Engineering Center (RITSEC) was established in Cairo, Egypt in 1990. While, the Regional Educational Software Center (ReDSOFT), was established in August 1996, and is hosted by the Government of Kuwait. ReDSOFT was created as a regional, non-profit organization. It provides technical, professional and developmental services to the agencies, institutions and governmental organizations in the Arab Region in issues related to the integration of Information and Communication Technologies (ICT) and Education. The target beneficiaries of this project are the Pupils between 4 to 18 years old.

81Diamond, Larry 1993 (ed) Political Culture and Democracy in Developing Countries. Lynne Rienner Boulder, Colo
Kuwait is initiating efforts in realizing the goals of e-government for good governance—driven by broader governance objectives and aims at changing the way governments work. The Government will have to be less paternalistic and protective towards its citizens, who need to be exposed to a competitive environment. Furthermore, to strengthen governance institutions in the Arab states, UNDP launched the Program on Governance in the Arab Region (POGAR). The Regional Program is rooted in national needs and was developed at the request of Arab governments. The program works with key governance institutions in the region and aims to enhance the triple pillars of good governance:

1. Rule of law,
2. Participation and transparency and
3. Accountability.

Accountability is one of the major components of good governance. The importance of responsive, accessible and accountable public administration, has been a leading provider of technical advice on modernizing public institutions. Activities include reviewing public service reform, strengthening transparency and accountability within the public sector and training public servants in the use of information technology. Good governance signifies a participative manner of governing that functions in a responsible, accountable and transparent manner based on the principles of efficiency, legitimacy and consensus for the purpose of promoting the rights of individual citizens and the public interest. In partnership with the Division for Public Economics and Public Administration, UN Department of Economic Affairs and Social Affairs.

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83 Al-Yahya, Mohammad Abdulrahman 1993 Kuwait Fall and Rebirth Kegan Paul International London, p 127

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POGAR is commissioning a study on transparency and accountability in the public sector in the Arab region, with a view to responding to the challenges of globalization. However, there is now an increasing demand by the people from their governments to solve the side effects of globalization, and protect those citizens that are not connected to the global economy through a package of multi dimensional reforms. Globalization needs good governance. Only the state can provide the necessary leadership for good governance. Therefore, globalization, good governance, and the state are inextricably connected.

Good practices and lessons learned Public administration and civil service initiatives, being a strategic goal towards achieving democratic governance and sustainable human development, generate different experiences and lessons. Building on lessons learned from past experiences, pave the way to better results and better practices. Public administration reforms must embody certain characteristics in order to be effective and successful. However, when public administration initiatives are designed and implemented as a political, technical and management process, certain other elements need to be present in order to maximize the chances of success and reduce the potential for unsuccessful results.

Key success factors for Public administration reform are:

(1) Setting realistic and well-defined targets;

(2) Capacity Building is best achieved through hands-on, learning-by-doing interactive approach;

(3) Seek opportunities to change public administration mindset;

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Successful implementation of E-government initiatives is better achieved through E-private sector providers;

Continued political will and support throughout all phases of public administration development is essential to an effective and successful reform process;

Show and publicize “good results” and provide essential to an effective and successful reform process;

Show and publicize “good results” and provide incentives for continued support and achievements;

Successful change management is an integral part of any reform process. Engaging and consulting staff early in the stages of reform, providing incentives and learning opportunities to use new technologies, adapt to new business reengineering systems, and acquire new skills and knowledge to cope with the new business environment, will pave the way for a smoother administrative reform process and organizational transition. Failing to manage a process of change successfully and effectively will lead to resistance, jeopardize achievements accomplished and the process will suffer delays and inefficiency as a result of power struggle.

Establishing broader partnerships with the private sector and civil society will better achieve expected results and objectives partnership with civil society should be enhanced through support to their internal governance structures as well as capacity building to ensure that they are capable and have the resources required to deliver programs and support reform efforts. Parliamentary institutions have also been emphasized as a means of promoting democratic governance better than presidential
Successful ad hoc private sector partnerships, emphasized in the case studies, suggest an opportunity for more systemic outreach to private sector institutions. Efforts are needed to explore possibilities for stronger partnerships with the private sector—essential for sustainable public service reform and development. Democratization scholars assume civil society to be instrumental in bringing about a democratic transition and to increase the likelihood of consolidating democracy. For example, civil society can play a disciplinary role in relation to the state, by holding it accountable and making sure it abides by the rules.  

Better monitoring and reporting mechanisms required for successful reform processes. The establishment of baselines, setting of targets and benchmarks, and regular and timely reporting requirements needs to be strengthened to achieve expected results and reform objectives. Program/project design has to find a balance between providing direction and guidance and allowing for flexibility, with demand driven participatory entry points, tailored to the needs of the community. In some cases, project and program objectives and scope have been overly ambitious given the procedural time lags and low absorption capacity. 

National social policies should be linked to the process of public administration reform. More efforts should be made to link social policy formulation and reforms to public administration and civil service reform. Public service is mandated to transform social policies into programs and delivering these programs and services to the public. Social policy is directly linked and affected by profound demographic, economic, political and social

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87 Linz, Juan J. 1990. The Virtues of Parliamentarism. *Journal of Democracy*, vol 1, no 4, pp 84-91

changes that are constantly challenging and demanding new social policies. Further, globalization, privatization, economic reforms and trade liberalizations, have profound impact on changing the “character” and “content” of social policy. These changes mean that social policies and programs must be reexamined and recast to address, adapt and absorb the impact and outcome of these fundamental changes. This also means that public administration reforms should be compatible with social policy reforms and demands for efficient, competent and accountable public service to deliver social policies and programs. The principal purpose of public reason and justification is to advance democratic deliberation and decision-making. Although the process is imperfect and limited in its application, the model can inspire all governments and global institutions. Clearly, however, realizing this practice is difficult. Ideological, instrumental, and cultural considerations, among others, obstruct progress toward intelligent and moral global policy making and lead many to concur with the adage that morality has no place in politics. Still, in one way or another, morality persists in intruding into the political and bureaucratic realms, leaving us to wonder, some say naively, about the prospects for a different, more humane, form of politics and government. Richard Dagger (1986) argues that there are two ways to conceive of politics. The first is to see politics as an activity involving competition for power and advantage, advancing interests, usually at an opponent’s expense, but essentially it is merely a strategic business. From this standpoint, accusations of “playing politics” or acting from “purely political” motives are appropriate. But if this were all there is to politics, then these would not be accusations.89 To accuse someone of

playing politics is to charge impropriety, which Dagger maintains would be absurd if politics were only a competition for power and advantage. The second way to conceive of politics is to see it as a fundamentally ethical enterprise in which we use strategy but it must always be subordinate to the larger requirement of the public interest. Politics is an ethical enterprise because political questions and decisions force us to consider how we are to order our lives as individuals and our life as a community. In politics, we are ultimately concerned with an ethos, a way of life. Thus, if politics is fundamentally ethical, we cannot justify political conduct on the basis of strategic considerations.

“Political justification,” according to Dagger, “is a form of ethical justification,” requiring a compelling theory of ethics. The universal, unified ethic is, as it’s least, a compelling theory that can guide our decision-making. As an integrated moral and philosophical structure, the universal, unified ethic can provide a moral foundation and moral legitimacy to global dialogue and decisions. It can help us understand the nature and the implications of those decisions for the billions of global citizens whose voices are never heard in the boardrooms, courtrooms, and other inner sanctums of power and privilege. At the same time, however, the universal, unified ethic, alone, is certainly not sufficient to alter entrenched perspectives and practices. Reformers will require other approaches as well.

Public justification, as Stephen Macedo says, is not simply a philosophical or intellectual exercise. It is, instead, an attempt to create “a transparent, demystified social order.” The universal, unified ethic can be a vital ingredient in that effort.

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90Ibid p. 271.
92Ibid, p 295