

# **Globalization and the Challenges of Public Administration**

*Governance, Human Resources Management,  
Leadership, Ethics, E-Governance and  
Sustainability in the 21st Century*

HAROON A. KHAN



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## Introduction

This book is an attempt to understand the challenges of globalization and governance in the public sector. Many researchers make use of the term “governance” to describe the multitude of actors involved in the delivery of services. Although governance can be applied to different sectors of the society, for example, health care, education, and business, this book focuses on the governance of the public sector, the traditional task of public administration. The book analyzes the important aspects of public administration: human resources management (HRM), leadership, ethics and accountability, sustainability, and e-governance to understand the challenges of globalization.

Public administration can no longer be confined simply to a discussion of the government agencies, and their processes and procedures. Therefore, many researchers now use the term “governance” to understand the current dynamics of government. This book uses the terms governance and public administration interchangeably because the tasks of implementation require the cooperation of both the public and private sectors. To understand public administration, one has to consider the interplay of both formal and informal actors in the implementation of policies. Globalization implies the importance of the interaction between public and private sectors at both the domestic and global levels. Therefore, public administration faces enormous challenges in dealing with all the actors in delivering government services. Public administration does not exist in a vacuum.

It has to deal with the environment, both internal and external, to implement the tasks of the government. Globalization is an important element for both the internal and external environment. Public organizations, both internally and externally, are influenced by global phenomena. For example, human resources management (HRM) in the public sector requires a broader understanding of the culture and values of diverse people. It requires sensitivity to the global pressure in recruiting and training people in a changed environment. The public leadership must understand the global challenges that can impact the organizations. The public leadership is under increasing pressure to monitor the changes in the environment and take appropriate action. Globalization causes the leadership enormous challenges and responsibilities. Leadership needs to monitor the changes occurring in the world and be prepared to take the appropriate decisions affecting the public. Leadership no longer enjoys the monopoly in the control of the situation. Several actors and the situational variables can have an influence on the events in any country in which the leaders become reactive rather than the active policy maker.

Globalization has presented new challenges of ethics and accountability by confronting organizations with complex and interdependent issues. Moreover, the issues of ethics are now being scrutinized by the world public rather than simply the people within a country. Accordingly, ensuring accountability is complex because the actors are no longer under the control of a particular country or government. The involvement of the multiplicity of actors makes it difficult to ensure accountability and have made the demand for global ethics a widespread phenomenon. One of the most crucial issues faced by present-day public administrators is to maintain environmental sustainability. In an attempt to address this issue, governments are responsible for building dams, bridges, infrastructure and providing for clean water and air. Therefore, public administrators can be viewed as responsible for implementing the rules and regulations sustaining the environment. Another important aspect of globalization is the use of technology to provide for government services. E-governance has become an important part of public administration and governments are responsible for developing an effective mechanism for e-governance. How to make e-governance accessible, and, simultaneously, participative and accountable, is one of the major challenges currently faced by public administrators.

The book deals with the challenges of HRM, leadership, sustainability, e-governance, ethics, and accountability. An emphasis on these challenges will contribute to a better understanding of the present-day problems of

public administration. The focus on human resources, sustainability, and leadership, will give us enlightening insights into the other crucial problems faced by public administration since although these issues are not the sole issues of public administration, a thorough understanding of them will shed light on today's most pressing problems. The decision of the United Kingdom on June 23, 2016 to leave the European Union (EU) is considered as a counter-movement against the processes of globalization. Immigration was viewed as one of the issues to have played a powerful role in voting to exit the EU. It is an important lesson for all countries. The election of Donald Trump as US president in 2016 based on a counter-globalization agenda makes the challenges particularly prominent. However, the impact of globalization is so pervasive and widespread that any action towards counter-globalization may produce a negative result. It will be worthwhile to observe whether globalization can sustain in an environment of counter-movements.

## Governance, Public Administration, and the Challenges of Globalization

### GOVERNANCE AND PUBLIC ADMINISTRATION

Researchers tend to use the term “governance” rather than public administration, which is most often associated with bureaucracy. According to the advocates of governance, the tasks of government have become complex. As a result, with a focus on traditional bureaucracy, it is not possible to understand the complexities of the tasks of government. Salamon (2002) uses governance as a proxy term for Public Administration and Management, while Lynn et al. (2006) use it as a holistic theory of Public Administration and Public Management; and Kettl (2003) uses governance as a concept with which to explore the internal processes and workings of the New Public Management (NPM). Governance includes all the processes and individuals in the execution and operations involved in the implementation of a policy. The chapter analyzes the conceptual definitions of governance and globalization. The chapter then proceeds to investigate the broader challenges of globalization: transparency, multinational corporations, the movement of capital, civil society, job security, and environmental degradation.

There are several definitions of the term governance (Pierre and Peters 2000). However, governance is also used to refer to the strategies of governments and non-governmental organizations aimed at initiating, facilitating, and mediating network processes, that is, network management, which is defined as “meta-governance.” Sørensen and Torfing (2009)

define meta-governance as “governance or (self-) governance”, which includes institutional design and network framing, and the process management and direct participation

Marsh and Rhodes (1992) and Kickert et al. (1997), building on the work of Hanf and Scharpf (1978), use governance as a way to explore the workings of policy communities and networks. Kooiman (2003) argues for “social-political governance” as an overarching theory of institutional relationships within society. Kickert et al. (1997) and Rhodes (1996) defines governance as the machinery of “self-organizing inter-organizational networks” that function both within and outside government to provide public services

Rhodes (1996) defines governance as “self-organizing inter-organizational networks” and suggests that governments should enable networks like Public-Private Partnerships (PPPs). Governance is viewed as a more widely encompassing concept (Rosenau 2000). International organizations have been emphasizing good governance to improve the quality of life. Good governance also includes openness, transparency, and the control of corruption.

Bovaird and Löffler (2002, p. 4) emphasize the common elements of governance which include an acceptance that in modern public governance there are many stakeholders other than governments. This implies that governance deals both with the rules, formal and informal, that govern society and with the processes by which the rules are interpreted and modified. Halachmi (2003, p. 72) distinguishes between the terms governing and governance by emphasizing a number of distinctions between the two: governing is control and governance is steering; governing is state-centered and governance is polycentric; governing takes place in a recognized border while governance results from interactions within and across borders; and, finally, governance is multidimensional.

Governance is a broader term that covers all aspects of the society: economic, corporate, public, etc. This research focuses on the issue of governance in the public sector. In modern times, there are a multitude of actors who have an impact on policy. These actors can be local, national, or international in nature. So, the traditional reliance on the agencies and the bureaucrats may no longer be adequate in terms of executing the policies. Therefore, governance is a better terminology to understand the nature of the present-day administration. Frederickson (2002) asserts that governance is a way to reposition public administration as a pre-eminent discipline based on the new global realities. The basic task of public administration, therefore,



is to implement policies. Based on the definition in Gordon (1986), public administration involves all the individuals, organizations, and processes involved in the implementation of public policies. This requires the cooperation of both the public and the private sector, as well as local, national and international actors. The organizational theorists have advocated for an open system because of its interaction with the environment, which is volatile and subject to constant change. The advocates of strategic management emphasize scanning the environment to analyze the opportunities and threats for the organizations. To execute strategic planning, public administration must take into account the socio-political, economic, and technological environment, which also includes the interaction with various actors. Thus, public administration as an open system requires interaction with all the actors, who have an impact on public policy implementation. Public administration deals with the governance of public issues. Under the process of globalization, the differences between the public and private, and the domestic and international spheres are becoming blurred. At the same time, globalization has led to a number of new challenges for public administration/public governance. Accordingly, this book does not differentiate between public administration and governance of the public sector.

Despite demands to reducing the size of the bureaucracy, its role is increasing rather than diminishing due to the rise in the numbers and range of the complex problems faced by the government. Olsen (2006) emphasized that the bureaucracy is no less important today than in the past. The importance of bureaucracy is crucial for transitional countries whether developing or the countries of Central and Eastern Europe (Verheijen 2003). Peters (2009) explains that the bureaucrat now plays the role of a manager, a policy maker, and a negotiator.

The key point is that governance is no longer a simple, hierarchical activity; it now involves more complex interactions between the public and private sectors. Kooiman (2003) and Peters (2009) reiterate that the role of public administrator has never been easy; even when the role was clear the implementation of public programs posed a number of challenges.

The less-defined role of the public administrator in modern times has made their life increasingly difficult (Peters 2009). There are wider demands on the public servant in the age of globalization; their role is not limited to the simple implementation of the law. Public servants have to interact with both formal and informal actors and justify the tasks in an age of increased public scrutiny.

## GLOBALIZATION

Globalization means the revolutionary changes in information and communication technology that has transformed the world's political and economic landscape. Globalization has caused the increased integration of social, economic, political and technological systems. Ritzer (2010, p. 2) defines globalization as a “transplanetary process or set of processes involving increasing liquidity and the growing multidirectional flow of people, objects, places, and information as well as the structures they encounter and create that are barriers to, or expedite those flows.”

Globalization represents increasing economic interdependence, through the use of increasing communication technologies, the travel of people around the globe and the use of English as a common language. It implies the widespread sharing of knowledge, communication, common cultural habits, and the adoption of English as a global common language.

Three major dimensions of globalization have been identified: economic, political and social. Economic globalization refers to the increasing flow of trade, goods, and services among nations. It also means an increasing in the levels of Foreign Direct Investment (FDI). Political globalization means increasing interactions between countries in their common interest. It can also mean regional and international cooperation in various activities. Finally, social globalization refers to the emergence of a common culture and a decrease in the differences between people. It can also mean a shared love of things such as food, music, or other common activities.

Globalization has opened up opportunities and challenges to public administration. In a globalized world, no country can afford to live in isolation, and immune from public scrutiny. It has opened up opportunities for the public to voice their concerns in the affairs of government and has promoted greater openness and accountability. Globalization, through the proliferation of social media, has given the people an avenue to express their opinion without it being regulated by the government. This is particularly important for some of the developing countries, where governments try to monopolize the news through their control of the media. Today, people have the opportunity to listen to the world media and read from sources which are beyond the reach of the government. The technological revolution has enabled the people to reach out to the remote corner of the world. At the same time, any country can take advantage of the technological advancement taking place and can use it for the improvement of the management of its organizations.

However, it has created a number of challenges for public administration. All governments face competition from different countries to improve their services. The government faces the challenges of openness and scrutiny by the public in the world. This book analyzes globalization and its challenges regarding governance and administration. There is a growing demand for improving the quality of government in all countries. It places additional pressures on public administrators to improve the level of governance. With the rise and participation of the civil society, the government faces the challenge of enlisting the cooperation of the civil society in the delivery of the services. The government faces the challenge of interacting with diverse actors, both internal and external, in the performance of its responsibilities. Belloubert and Timsit (1993) asserted that heterogeneity, centrality, and rationality were the three most important focuses of the earlier public administration theorists. However, public administration has undergone a tremendous transformation. Public administration was conceived as an exogenous variable to the society. The transformation as a result of globalization has caused the de-institutionalization of techniques and de-differentiation of the sphere of action which was primarily bureaucratic (Belloubert and Timset 1993).

Halachmi and Bouckaert (1995) assert that in this context of an emerging global village, geography and national borders are losing much of their old meaning. In a global village, the governments must be prepared to respond to the situation that may occur at any time. They emphasized three challenges faced by the government: between the public and private sectors; internal and external flexibility; and monitoring the changes. An analysis of the effects of globalization contributes to the understanding of the challenges of public administration.

### GLOBALIZATION OF DEMANDS

There is also a globalization of demands as a result of the internationalization of the media. People in remote villages, even in Africa and Asia, can watch television news from global news networks such as the BBC, CNN, and also other countries. The issues covered in the international media make people aware of the problems faced by the world. The people across the world share common concerns as a result of the globalization of their problems. For example, people share the concerns for income inequality, poverty, the environment, and terrorism, to name just a few. As a result of common concerns, the government faces the pressures of dealing with

these problems. The uproar across the world against President Trump's executive order banning visitors from seven Muslim-majority countries is a testimony to the global reaction to US domestic policy. As a result of the globalization of demands, public administration is now under tremendous pressures to come up with the solutions to the complex problems. These problems are complex because of its breadth and interdependence with other countries of the world.

The increasing demand for maintaining sustainability and reducing income inequality has added new pressures to the government. The stakeholders are not limited to the territorial boundaries of a state. Regional and international organizations have become increasingly active. The supranational and international bodies determine a country's policy by their imposition of different mandates and regulations. Wettenhall (2003) describes globalization of administrative activity as one of the major challenges of the present and future generations. The administrators need to have an understanding of the diverse culture and devise structures required to deal with the rapid transformations of the society. Raadschelders (1992) mentioned that the biggest problem facing public administrators are global ones, and that they cannot solve the problems by relying on traditional institutional mechanisms. The majority of the problems, like the environment, trade, terrorism, drugs, human rights, and arms control, are global in nature.

### OPENNESS AND TRANSPARENCY

Globalization has facilitated greater openness and transparency of the affairs of government. The actions of governments are under public scrutiny because of international media. The government no longer has a monopoly in the media through which to exercise control over the content of the news. In the face of attempts by the governments of some developing countries to exert control, the rise of international and social media has rendered these efforts futile. Furthermore, the outcry among the public against government control is widespread and compelling. For example, the OECD (1997) countries are demanding increased openness in the government. Openness includes transparency, accessibility, and responsibility. However, the values of openness must be balanced by other values like social equity, and accountability.

As a result of globalization, there is intense competition among the countries of the world to attain an edge in the international marketplace. The continuous demand for free trade, facilitated by porous borders, intensifies the levels of competition. Both public and private organizations are constantly pressured to improve performance to stay competitive. Despite the difficulty of measuring performance, there is a demand for service delivery to be improved. The government is responsible for providing services to the people. People demand an improvement of the government services on which they are dependent. Moreover, when people are experiencing tight budgets, every tax dollar they pay toward the government must be justified. People want to see where and how the governments are using their tax dollars. The OECD (1997) emphasizes the importance of information on performance in a managerial analysis, direction, and control of public policies, budgeting, parliamentary oversight, and public accountability.

## INNOVATION

There is now a growing demand to solve the complex global problems. Public administration needs to innovate in new ways to solve the complex issues it faces. The important issue is how to create the opportunities for innovation and facilitate changes. Each agency in the government can create opportunities for this sort of culture by providing a reward to those employees who produce new ideas. Public agencies can spend resources on training and education for their employees. Similarly, governments can partner with private businesses, which invest in new innovations.

The UN (2007) emphasizes the diverse activities of innovations by the government. The major trends are the development of the rule of law; encouragement of participation in the policy process, and reforming the public administration. New innovations can improve the performance of the organization. However, any change can face resistance from the employees. Organizations must come up with a mechanism to deal with the resistance to the changes. According to the Report of the United Nations Conference on Human Settlements (1995), presented at the General Assembly, the changes must have a demonstrable and tangible impact on improving people's quality of life; (2) they are the result of an effective partnership between the public, private, and civil societies; and (3) they are socially, economically and environmentally sustainable. There are different strategies for innovations. The main strategies in innovations

include integrating services, decentralizing service delivery and monitoring, utilizing partnerships, engaging citizens and taking advantage of information and technologies. In addition to innovations, public administrators face several challenges in a globalized world.

### DEVELOPMENT OF ICT

The development of information and communication technology (ICT) has brought the world closer and have made distances irrelevant. Any major news can have an instant impact on the rest of the world. The rise of both the formal and informal media has made the world increasingly connected. At the same time, people have become aware of, and sensitive to, the news in any part of the world. Any adverse action taken by the government can have serious repercussions on other parts of the globe. For example, the controversial comments by US presidential candidate Trump in 2016 reverberated around the world. The governments must be careful not to make outrageous decisions that can create uproar in the world. Of course, the government is unable to control every outrageous action of its private individuals. The crucial issue is how governments handle and treat the actions of the individuals, which can have serious repercussions among the public.

### MOVEMENT OF CAPITAL

Globalization has also allowed the easy movement of capital, which has allowed the multinational corporations to invest and transfer their capital anywhere in the world. At the same time, it has opened up opportunities for people to buy and sell products and services without barriers. In terms of ideology, globalization promotes market liberalization as a tool of capitalism. It has been described as “Friedman’s free market assumptions were transposed into a global movement of “crucifixion economics” as a tool to weaken government, discourage taxes, force deregulation, and entrench private monopolies” (Saul 2005, p. 33). Several authors, including Saul (2005) and Kouzmin and Dixon (2006), have criticized globalization as being an attack on the legitimacy, sovereignty, and capabilities of government by neoclassical economics and conservative libertarians, who assert that markets can do a better job of providing public services than the state.

In the present world, no country can afford to act in isolation in a global economy. The fall of the authoritarian regimes has facilitated the investment of capital from anywhere in the world. It has allowed some of the businesses to locate overseas so as to avoid paying taxes in the home country. The Panama Papers revealed how the rich and the famous transferred their capital to avoid paying taxes. Public administrators and the government have a responsibility to stop the individuals, who transfer capital to avoid taxes. The movement of capital in a globalized world places further challenges on the administrators to develop effective regulations on the movement of capital. After assuming office, for example, President Trump threatened the companies with increases in taxes if they tried to transfer their manufacturing overseas. Despite the recent criticisms of globalization in the United States and the United Kingdom, the question arises as to whether or not this is the beginning of the turning of the tide of globalization. It will be worthwhile to observe the situation in coming days.

### THE RISE OF CIVIL SOCIETY

The rise of the global society has brought about the revolutionary changes in the world. The civil society has been instrumental in bringing the issues of global concern to the forefront of media coverage. The issues of human rights, environmental problems, income inequality, and the status of women are debated in worldwide media due to the publicity by civil society. In May 2016, civil society organizations were instrumental in proposing sweeping legislation to control corruption in Mexico. However, in April 2016, China took steps to impose greater control and limit western influences on Chinese society by passing laws restricting foreign organizations. The new law requires the civil society working on environment, philanthropy, education, and business to have a local sponsor and must register with the police. It is estimated that this will affect more than 7,000 foreign non-governmental groups working in China. This single event in China shows an attempt by government to control civil society. Nevertheless, it shows the fear of government about the power of civil society. Public administrators need to understand the power of the civil society, and ensure the demands for accountability to avoid the backlash from the public.

## THE EXPANSION OF TRADE

One of the major consequences of globalization has been the expansion of trade. The present era has been characterized by a number of factors: “the phenomenal increase in cross-border mergers and acquisitions; the increasing transnational interlocking of boards of directorates; the increasingly transnational ownership of capital shares; the spread of cross-border strategic alliances of all sorts; and the increasing salience of transnational peak business associations” (Robinson 2008, p. 30).

The increasing trade promoted by the lowering of tariffs and the emergence of trade partnerships has facilitated unprecedented FDI. The increasing role of the World Trade Organization (WTO) has facilitated a common agreement among nations to reduce the barriers to trade. The WTO has played a crucial role in protecting intellectual property and, simultaneously, reducing the barriers to free trade. As a result, recent years have witnessed an increase of trade in the world with fewer barriers. The emergence of China and India has also added to the level of competition in the global market.

Firms based in the developed world are taking advantage of cheap labor in the developing countries, which require FDI for their economic development and employment of their large populations. Developing countries are competing globally in attracting foreign investment by lowering the taxes and creating Export Processing Zones (EPZ). Globalization has caused vulnerabilities, particularly in the global South, which is dependent on investment from the developed world. The economic recession in the western world has a devastating effect on the developing countries. However, the backlash against the expansion of trade as a result of Trump’s presidency and Brexit may push back against these developments.

## OUTSOURCING

With the growth of the privatization movement in the 1980s and the spread of New Public Management in the 1990s, there is an increased demand for outsourcing as a mechanism to save money. Outsourcing to developing countries has caused unemployment, especially in highly paid manufacturing jobs in the developed world. It has caused an income inequality in the developed world. At the same time, outsourcing has led to the windfall profits for the businesses in the developed countries by taking advantage of the cheap labor. The government faces the problem of serious income inequalities, which may lead to social unrest unless controlled.



The conservative movement in the 1980s in the United States and Western Europe has facilitated the privatization movement, and deregulations promoting outsourcing. However, the recession of 2008 and the election of President Obama resulted in a backlash against outsourcing. The candidacy of Bernie Sanders and Donald Trump for the presidential elections of 2016 established the issues of outsourcing as major campaign themes. After the election, President Elect Donald Trump in 2016 had threatened the corporations with excessive tariffs on those manufacturers, which choose to locate outside the United States. Moreover, the rising transportation costs and the increasing labor costs in Asia are forcing many western manufacturers to locate domestically. For example, in 2016, Adidas opened manufacturing plants in Germany. The new plants rely on robots and customized automation to manufacture shoes.

### CHALLENGES OF REGULATING MULTINATIONAL CORPORATIONS/TRANSNATIONAL CORPORATIONS

Increasing investment by multinational and transnational companies has led to a dominance of these companies, especially in developing countries. The rise of multinational companies (MNCs) has facilitated the movement of capital. Businesses like McDonalds, Microsoft, and Apple have made opportunities for developing countries to take advantage of the technology and a desire for western food. The governments of the developing countries face the problem of reducing the dominance of multinational companies. At the same time, they need to be careful in not alienating them. It is a serious balancing act for public administrators of the developing countries. On the other hand, governments in the developed world face similar problems of encouraging the MNCs to invest in their own countries so that they can make profits in a way that would protect the national interest. The developed world has a responsibility to regulate the multinational corporations to make sure they enforce labor and environmental laws regardless of their locations. The developed world also must ensure that multinational corporations pay their due taxes.

### EXPLOITATION OF LABOR

One of the major consequences of outsourcing is the exploitation of labor in the host countries for profit. The countries of the global South use children and women to take advantage of cheap labor. The host countries

of the global South exploit the vulnerable groups without providing any safety and the benefits. Because of the degrading conditions, civil society organizations have caused a media outcry. This was instrumental in raising the issue and bringing about some changes in the lives of the vulnerable population. Governments have a responsibility to protect the vulnerable population from exploitation and that they are in receipt of reasonable levels of pay. Despite demands to reduce in size, the governments are given added responsibility to regulate the child labor, and ensure decent wages, and protect the health and safety of workers.

### ENVIRONMENTAL DEGRADATION

The increased trade and associated economic activities have caused environmental degradation. The competition among the developing countries has led to a diminished emphasis on the protection of the environmental standards. Increased economic activities have generated a demand for energy sources causing further environmental degradation. As a result, the public administrators are under growing pressure to regulate the environment. The excessive use of the resources by the MNCs can eliminate the sustainability for the future generations causing human tragedy. Therefore, the governments have a responsibility to regulate the labor laws and the environment.

### SOCIAL PROBLEMS

Globalization has caused several social problems: human and drug trafficking, arms proliferation, transmissible diseases, and prostitution. The porous border has made it possible for criminals to engage in anti-social activities. The international criminal gangs are making use of sophisticated internet technology to pursue criminal activities. In reporting the first UN assessment of the organized threat, the director of the United Nations Office on Drugs and Crime emphasized the globalization of crimes, which pose a serious threat to peace and development which might threaten the sovereignty of nations (Andres 2011). The criminal gangs have become very powerful in poor developing countries, threatening both political and economic stability. The financial and other institutions are facing constant threats from the criminal gangs, who attempt to hack the private information of the individuals for the purpose of stealing money. Recently, a huge

amount of money was illegally transferred from Bangladesh by the criminal gangs. As a result of the increased criminal activities, the governments are burdened with the increased problems, which broadened the scope of the services. Despite the call for diminishing the role of the government, it is under pressure to solve the complex problems. The private sectors are not capable to solve the complex problems.

### TERRORISM

One of the consequences of globalization is the rise of terrorism. These groups are using internet technology to recruit by carrying on a massive propaganda campaign against the West. The Internet has opened up opportunities for the terrorists to learn different tools like bomb-making technology and cybertechniques to carry out accounts of terrorism. The porous borders of the globalized world have provided the terrorists an easy shelter to carry on their activities. The governments are under pressure to prevent terrorism and provide public safety. One of the major tasks of public administration is to prevent terrorism and ensure security in workplaces. Increasing levels of travel have also increased the risks of terrorism. The government has to share the burden of the additional responsibility of ensuring the safety of passengers in the mass transportation system and to protect the nation's infrastructure and other resources from the threat of terrorism.

### JOB INSECURITY

Globalization, especially with regard to the Internet, has enabled the development of alternative ways of delivering government services. Globalization has caused the elimination of many of the traditional jobs. It has increased job insecurity among the public, thereby leading to frustration. On the other hand, it has opened up opportunities for the technical jobs for which it is difficult to find people. Job security is essential for the commitment of the individuals for the organizations. This lack of commitment can cause turnover, and low levels of morale among the employees, threatening the smooth operation of the organizations. Accordingly, the provision of better job security is one of the major challenges of public administration. The following chapter deals with the issue of job insecurity with further details.

## HEALTH PROBLEMS

Social globalization reflected by common food and the world's love for fast food has led to obesity and other health-related problems not only in developed countries but also in developing countries. The health problems are causing additional burdens on the government by increasing the costs. The governments have the additional responsibility to ensure the publication of the calories in each item to make people aware of the food they are eating. Many governments are also trying to enforce sugar and other ingredients contained in food. There have also been other developments: In New York, for example, the government has imposed a size limit on popular sodas. Within the attempt to promote well-being, governments face the challenge of regulating the businesses to ensure the health and safety of the individuals. However, in developing countries, the obesity problem has not yet reached crisis proportions. Many of the people in developing countries, as well as in the United States, suffer from Type II diabetes which costs a large amount of money. The governments in the developing countries need to follow the examples of the Western World in regulating the ingredients of the food. But the existence of a larger number of poor people in developing countries does not warrant any concrete action to deal with the problem of obesity. The developing countries face the problem of contamination and adulteration in food. Many of the developing countries also suffer from related issues such as the lack of food security and malnutrition. As a result, the priority of the government is to ensure food security rather than controlling obesity, which is currently regarded as a luxury for the small number of rich people in these countries.

## INTERDEPENDENCE OR DEPENDENCY?

Globalization has led to an interdependence between different actors, both domestic and international. Keohane and Nye (2000, pp. 228–233) assert that “globalism involves spatially extensive networks of interdependence,” and is defined as “a state of world involving networks of interdependence at multinational distances, linked through flows and influences of capital and goods, information and ideas, people and force, as well as environmentally and biologically relevant substances.” In the globalized world, interdependence means mutual dependence. Keohane and Nye (2000) use two dimensions of interdependence: sensitivity and vulnerability. Sensitivity means changes in one country can affect the other countries. For example,

in recent times, any cautionary signal from the Federal Reserve Bank can have an effect not only in the United States but also the rest of the world. The vulnerability means the costs suffered by a country by the action of another country. It can lead to one country becoming dependent on another. Several authors claim that economic globalization can create dependency on the part of the developing countries through increasing the vulnerability resulting from economic fluctuations in the developed world. The developing countries depend on outsourcing and exports from the developed world. Many of the developing countries depend on the export of one particular product to the developed world, for example, garments. These industries have proliferated in countries such as Bangladesh, India, Sri Lanka, and Vietnam. The garment industries employ a huge number of people in these countries and provide the main sources of their foreign exchange. Any interruption of exports by the developed world can ruin the economy of these countries. Dependency can cause the developed world to dominate the affairs of the developing countries, which must accommodate the interests of the MNCs. The developing countries are pressured to undertake policies of trade liberalization, deregulation, and privatization, sometimes to the detriment of their peoples' own interests. The MNCs could exploit trade liberalization and become too powerful, moving beyond the control of a particular country. Therefore, both developed and developing countries face the problem of regulating the MNCs in order to prevent them from hurting the interests of the people. The governments in the developed world have to ensure that the MNCs follow the same labor and environmental regulations, whether they conduct businesses in the country of their origins or outside. Developing countries have to ensure that MNCs do not abuse their power to the extent of hurting the economy, health, and safety of the people.

Some authors have criticized globalization as being a ploy to dominate developing countries. For example, Jreisat (2005) remarked, "The trend of allocating greater role for the private sector in national development has resulted in shifting the responsibility of public administration in the new economy from production and management of goods and services to facilitating and regulating economic activities. Accordingly, public administration has to renegotiate its relationships with the political and economic sectors of the society while developing new capacities and skills of its human resources."

## CULTURAL IMPERIALISM

One of the other challenges, especially for the countries of the Global South, is cultural domination by the countries of the North which will lead to the destruction of their traditional culture and values. The Internet and movies have penetrated into remote places, influencing their young people to adopt western culture. This research does not assume that western culture is harmful, of course. It is simply to point out that homogeneity in culture threatens the world's rich cultural diversity.

According to this analysis, cultural penetration “is leading to the linguistic or linguistic, cultural and traditional genocide. There has been significant de-localization that needs individuals to be more tolerant since face-to-face interaction is no more the order of the day. One American is trying to sort out his billing issue of his mobile phone with an Indian who is not a direct employee of the service provider” (Ganguli 2007, p. 11/27). At the same time, as a result of increased immigration to western countries, there is a reverse cultural penetration. Western culture has been influenced by the immigrants, who bring their unique culture to the host countries. Governments are pressured to maintain their own identities, and, simultaneously, to preserve the diversities of cultures.

## DOMINANCE OF THE INTERNATIONAL FINANCIAL INSTITUTIONS

The emergence and the dominance of the international financial institutions are among the most distinct characteristics of today's world. The International Monetary Fund (IMF), the World Bank (WB) and the World Trade Organization (WTO) have all played crucial roles in the world in terms of the promotion of global trade and financial stability. The five institutions under the umbrella of the World Bank are the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA), the International Finance Corporation (IFC), the Multilateral Guarantee Agency (MIGA), and the International Centre for the Settlement of Investment Disputes (ICSID). The World Bank has been instrumental in providing financial help to the developing countries and in promoting the eradication of poverty and hunger in the world. It is, therefore, a vital player in the world economic system. The developing countries have become dependent on the World Bank for development and other necessary projects. Bernstein and Cashore (2000)

also point out that the governments are limited in their scope to pursue an independent policy as a result of the increasing influence of global finance and communication. They suggest that the transnational actors are using four distinct ways to internationalize: market dependence; international rules; international normative discourses; and infiltration on the domestic policy-making process. This complex interdependence has affected public administration. Developing countries are dependent on the MNCs for job creation and the overall level of economic development, which promotes political stability. Public administrators, especially in developing countries, do not have the freedom to exercise their discretion because of the financial regulations of the international financial institutions.

### GLOBAL VALUE CHAIN

The demand for the establishment of a global value chain placed additional pressures on governance by requiring the outcomes beyond the control of a particular state. As a result, the complex problems of human rights, environment, and corruption are not addressed adequately. Voegtlin et al. (2012, p. 12) argue that “globalization, understood as an increased integration of value creation transcending national boundaries, impedes the capability of the nation-state system to moderate the outcomes of the economic, political, and social systems.” Therefore, this leads to governance gaps and, in turn, to insufficient support for the public interest (Scherer et al. 2006; Scherer and Palazzo 2007).

### GLOBALIZATION AND THE CHALLENGE OF NETWORK GOVERNANCE

Globalization and the rise of different actors have led to a demand for network governance in the field of public administration. The various interactions that characterize governance have led some authors to promote network governance. This concept refers to the horizontal interactions by which various public and private actors at different levels of government coordinate their interdependencies in order to realize public policies and deliver public services. Governance refers to the self-regulation of actors within networks and the management of these actors. The various theories of network governance emphasize several features. One of the most important of these is the involvement of different actors. There is

interdependence among the various actors that sustain the networks (Rhodes 1996; Koppenjan and Klijn 2004). However, the actors select their strategies according to their perceptions (or frames) of the world, which influences their views with regard to both the problems and the solutions (Schön and Rein 1994). Therefore, network management is one of the major challenges of modern public administration. The complexity of interactions and their administration is a part of network management (Kickert et al. 1997). Network management requires horizontal interactions, in contrast to the traditional vertical structure.

### INTERACTIONS AND COMPLEXITY

Because of the involvement of the different actors, there is an increasing complexity in policy implementation. The outcomes of policy and public services are a consequence of the interaction of many actors, rather than representing the action of one single actor (Kickert et al. 1997). It is difficult to coordinate among the various actors to come up with a unified policy for the organizations. Each actor has its own goals and values, which may conflict with others. Therefore, globalization has increased the number of participants, thereby complicating the process of implementation. The different interactions ultimately led to the institutionalization of the roles of different actors. However, institutionalization establishes the rules and procedures in interaction, causing a reduction in transaction cost and improvement of performance (Ostrom 1986; Koppenjan and Klijn 2004).

### RISK MANAGEMENT

The complexity and the involvement of various actors have increased the risks for public administrators. Thus, present-day public administrators need to develop risk management, without which there can be serious consequences for the people. As a result of the complexity, the leaders need to think strategically in order to avoid potential risks. Klijn and Koppenjan (2012, p. 687) assert that the authoritativeness of experts, scientific research and knowledge institutions has become problematic. Therefore, governments need not only to reassess their risk analysis and risk management strategies but also to rethink the role of expertise, scientific research and knowledge institutes (Collins and Evans 2002). Public administrators have to develop contingency plans for managing risks as a result of political and other catastrophic events beyond the control of the



government of one particular country. Before developing contingency plans, public administrators have to analyze the potential risks and strategies in the case of failures.

Each of the decisions a manager takes involves both risks and benefits and the public manager has to consider the tradeoffs between the risks and the opportunities. Because of the stakes in public policy, it is vital for public administrators to develop a risk management strategy. Effective risk management includes: (1) the processes for risk-related information in the organization hierarchy; and (2) an open and respectful discussion on all the risks and rewards (Webster and Stanton (2014)). Webster and Stanton suggest that risk awareness is built into the agency's culture; that managers build a decision process that invites robust but respectful challenge before making major decisions; that they understand the importance of active risk management; that they do not consider risk management to be an excuse for inaction; and, finally, that they build capacity to respond to unforeseen events.

### PUBLIC ENTERPRISES

Globalization has complicated the management of public enterprises (PE) and government corporations. For example, in the United States, the US postal service is faced with serious competition from the rival mail delivery systems: Fed Ex, UPS, and others. According to Khan (2007), since the end of World War II, public enterprises have been created in both developed and developing countries. But, "rising corruption, management inefficiencies, overstaffing, without due regard to their economic viability many governments treated PEs as easy conduits for job creation and convenient vehicle for patronage distribution, inflation and rising current account deficits of the 1980s exposed serious government failures and the limits of PEs as major players of economic development" (Khan 2007, p. 3). The privatization movement since 1980 has hurt the public enterprises because they do not have either the resources or the technology to compete with private corporations. As a result, many countries in Southeast Asia have now privatized many of the public enterprises. One of the difficult challenges is how to make the PEs effective in the face of globalization. Rondinelli (2007) suggests economic development and the welfare of the people for the effectiveness of the PEs. The major argument for the PEs is welfare and employment for the public.

## COMPARATIVE PERSPECTIVE

Globalization brought the issue of comparative public administration to the forefront. The issues of public administration can be studied comparatively in order to form a better idea of the problem. As a result of globalization accompanied by transparency, it is possible to have more access to data on important issues on public administration. Globalization has also broken the barrier in terms of language and access. Globalization has facilitated common language on the important problems faced by the nation. The readily available data have created opportunities for global comparison. For example, the data on emissions on the carbons and the income inequality can be used across nations. These data can help any country to comprehend its stand on these issues and how it can improve the situation. Public agencies can create benchmarks for improvement based on the available data. The countries with records of improvement can help those countries, which are lagging behind. The public agencies need to accept the current situation and take appropriate actions for its improvement. Jreisat (2005, p. 231) emphasized the utilization of cooperative teams, multi-case analysis rather than single-case analysis, the influence of culture on public administration, and administrative practices across nations.

## GOVERNMENT EFFECTIVENESS

Globalization has also raised the issue of government effectiveness resulting from an increased level of competition in the world. Both public and private agencies are under pressure to improve services to compete in the world. Public agencies are under pressure to maximize the scope of public services at a minimum cost. Every one of them is under pressure to do more with the least available funds. To be effective, public agencies have devised ways to improve performance. One of the main themes of New Public Management (NPM) and the Reinventing Government programs introduced in the 1980s and the 1990s was to improve performance by cutting the levels of size and waste in government programs. The other consequence of the NPM and the Reinventing Government program is the privatization movement. The widespread use of privatization took the forms of outsourcing to other entities either domestic or abroad.

If the government can no longer discharge its responsibilities effectively, this may lead to serious resentment, as occurred, for example, during the financial crisis in Greece in 2016. Karamagioli et al. (2014,

p. 35) assert “nowadays, the country (Greece) is facing the most intense social, political, economic crisis of her history, and a series of political issues over the decade have caused widespread public mistrust, which has in turn contributed the long-standing tendencies of cynicism, cronyism, political clientelism, civic disengagement and finally a deep disappointment and the inefficiencies of public administration.”

### PUBLIC-PRIVATE PARTNERSHIP

Maintaining the public-private partnership is one of the major challenges of globalization. Collaboration between organizations of different sectors has become an important theme in public sector reform (Wettenhall 2003). Partnerships between government and organizations in other sectors of the economy are used as opportunities to take advantage of the financial, human, and technological resources in partnerships with other sectors (Bovaird 2004; Savas 2000; O’Looney 1992; Linder 1999; Rosenau 2000). Globalization and changes in technology require an innovative initiative from the partnerships (Kinnock 1998; Bovaird 2004; Halachmi 2010). Public-Private Partnerships (PPPs) are advocated to enhance not only efficiency and quality, but also for promoting effectiveness, transferring or sharing risk, promoting coordination, and expanding resources for the attainment of goals in the interest of the public (Wettenhall 2003; Linder 1999; Halachmi 2010).

Successful Public-Private Partnership (PPP) requires shared decision making (Forrer et al. 2010; Allan 1999). Still the government is responsible for the outcomes despite the partnerships (Halachmi 2005). Ghere (2001) argues that “the public partner should seek a leadership role that defines the tenor of the partnership” (p. 448). The government has different goals rather than concentrating on efficiency alone. In Australia, there are examples of the diffusion of responsibilities because of the partnerships (Wettenhall 2003; Johnston and Gudergan 2007).

### PERFORMANCE MANAGEMENT

Global competition has brought the issue of performance management to the forefront. Friedrich (1940) emphasized that public administrators should internalize public values in order to promote the public good. Kettl (2002) suggested that a performance measure is essential for accountability and to ensure responsibility of the government. Unlike the private

sector, however, it is difficult to measure performance in the public sector due to the lack of the bottom line (Halachmi 2002).

Performance measurement is the most important way to understand organizational performance. Holzer and Lee (1993) argue, “Public sector goals are more complex, and therefore progress is more difficult to measure; motivational bases of public employees are different; layers of rules and regulations often prevent public employees from improving the general public welfare in a timely manner” (1993, p. 2). Buntz (1981) emphasizes the importance of the feedback for performance measurement.

Hood (1995) views the NPM as a framework by which different values could be pursued effectively and suggest the opportunity for many functions in public administration to establish measurable standards. Evan Berman (2006) proposes initiatives to improve government performance. These initiatives are important elements in responding to external and internal changes. Kee et al. (2007) emphasize the clarity of goals for performance measures, which are important for ensuring transparency, legitimacy, and trust (Halachmi 2010). In the absence of clear measurement in the public sector, it is difficult to implement performance management. Therefore, the challenge is to develop performance management tools that will reward efficiency.

## CAPACITY BUILDING AND CHALLENGES

Public administration needs to develop the capacity to deal with the challenges of globalization which requires multipronged strategies. Farazmand (2004) advocates for capacity building by emphasizing development: “Development means “striving” for better conditions in economic and social environments and standards of living and creating opportunities for sustainable growth and advancement in science and technology to help lift a society upward. It also means eliminating or reducing poverty, disease, and injustice as sources of crime and insecurity, terrorism, conflict, and war; it means building sound capacity in “administration” (Farazmand 2004). The present-day world is constantly changing global dynamics that are difficult, if not impossible, to predict or control (Handy 1998; Morgan 2006).

The United Nations (2005) suggest that public administration must be revitalized and the institutions, organizations, processes, and values re-institutionalized (UN 2005). It can be accomplished by laws, legislation, and enhancing the role of the government. Cooper (1998) and Denhardt (2004) advocate civic engagement and building trust through transparency.

Capacity building requires a strengthening of the institutions of public agencies. The public agencies need the financial, technical, and human resources to build their capacity. In an age of budget deficits, it is difficult to raise finances to develop institutional capacity. Most of the reactions to the financial crisis are limited to improving the productivity of the organizations. However, in the absence of financial backing, there is a limit to productivity improvement. Similarly, technological improvement cannot take place without financial backing. The improvement of human resources and technology require a huge amount of money. Of course, with investment in human resources and technology, much greater strides can be made in productivity improvement. The public agencies need to have well-developed rules and regulations to promote the capacity.

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# Globalization and Human Resources Management in the Public Sector

## DEFINITIONS OF HUMAN RESOURCES MANAGEMENT (HRM)

What is the impact of globalization on human resources (personnel) management (HRM) in the public sector? The chapter analyzes the challenges of HRM in an age of globalization characterized by growing interdependence, porous borders, and increasing use of the Internet and communication technology. To be effective, HRM must adapt to the forces of globalization. The chapter analyzes the issues of recruitment, compensation, retention, public service ethics, organizational justice, diversity, strategic management, and cultural competence affecting human resources management.

Human resources management in the public sector in an age of globalization faces serious challenges. Despite the advocacy of limited government and the drive toward privatization, the government still plays a primary role in the delivery of services. However, with the recession of 2008, followed by auto, banking and housing industry failures in the United States, there is now an increased demand for government control. Despite the call for the reduction of the role of government by President Trump, his ambitious plans for border security and immigration control and economic regulations will require the recruitment of more public personnel. Most of the world's countries now face complex problems, which defy easy solutions. As a result,

there is an increased emphasis on the role of human resources management (HRM) in the public sector. In Pynes's view, HRM is a dynamic and evolving process that must acknowledge environmental changes and challenges (e.g., economic, social, cultural, and educational) and adapt its tactics to strategically address the environmental factors (Pynes 2009, p. 4). The major tasks faced by HRM are "planning, acquisition, development, and discipline" (Klingner 2009, p. 3). Farazmand (2005a, b) advocated capacity building to cope with the global challenges of cooperation, competition, and pressures. Capacity building requires well-trained public personnel who are able to cope with a globalized world that faces complex and divergent problems. According to Farazmand (2005a, b), the crucial challenges regarding capacity building are the allocation of natural resources, infrastructure building and the development of a culture of accountability. The government is both a principal and an agent. Similarly, the consumers of services are the principals and the organizations providing the services are the agents (Alchian and Demsetz 1973; Fama 1980). By emphasizing the changes occurring in public personnel management, Burke (1999) suggests the activities include human resource planning, tracking legal and ethical issues, incorporating global innovations, assessing the trends in the workforce and assisting in restructuring and rightsizing of public personnel functions. Globalization has brought new challenges for HRM in the public sector. Marquardt and Berger (2003) assert that human resource development can maximize the beneficial elements of globalization in the areas of political and economic development, organizational and workplace learning, education and vocational training, global leadership development, technology and knowledge, and environmental sustainability. In what follows, the chapter analyzes how globalization poses challenges for public personnel management.

### THE CHALLENGES OF RECRUITMENT

Of all the factors that contribute to organizational performance, the human element is the most fundamental. Managers across the public, private, and non-profit sectors are increasingly "recognizing that employees are their organization's most important assets and that the most significant source of competitive advantage comes from having the best systems in place for attracting, motivating, and managing their organization's human resources" (Mesch 2010, p. 173). Governments are the largest employer in many countries. According to Light (2002), government at all levels faces a growing challenge in efforts at recruitment and retention.

HRM promotes the following measures: optimizing the conditions for staff development; preserving the dignity of employees, particularly their right to participate in decisions that affect them; and ensuring that the talents of all the groups from which the public workforce is drawn, both women and men, members of various ethnic groups and so on, are effectively harnessed (Light 2002). Based on the World Development Report, some countries need to establish the legal framework ensuring the compliance before undertaking devolution and delegation.

In a globalized world, public personnel managers face problems of recruiting employees who have the ability to deal with the challenges of organizations in a constantly changing environment. Globalization has made it necessary to recruit people who are knowledgeable about technology and the situation around the world. In developed countries, the retirement of the “baby boomer” generations has led to the opening up of many vacancies. On the other hand, the developing countries, although they have large population, there is a scarcity of people qualified to deal with present-day technology. Moreover, a high degree of politicization in developing countries diminishes the proportion of recruitment carried out on the grounds of merit. Extreme politicization causes favoritism, cronyism, and a patronage system that deprives the qualified people of government jobs. As a result, public policies suffer from inefficiency and ineffectiveness: “The success of a public policy is dependent on the quality and capacity of those who are entrusted with the implementation” (Khan 2016, p. 31).

Under conditions of globalization, government needs to pay an attractive salary in order to recruit skilled people. It is therefore competing directly with the private sector to recruit the best people. There are several reasons for the problem of recruitment in the public services.

### LOSS OF PRESTIGE IN GOVERNMENT EMPLOYMENT

It is particularly difficult to recruit qualified people when public employees no longer enjoy the respect and the status they enjoyed previously. In many developing countries, the opportunities for bribes and generous benefits for government services may be attractive factors to go into public service. In many developing countries, bureaucrats enjoy many extensive perks. For example, governments provide cars with the drivers, and housing facilities, to name just a few. Recently, some of the governments have decided to increase the salaries of civil servants. So, developing countries

have sufficient opportunities to attract people for recruitment into government services although they may have detrimental effects on the country.

On the other hand, in the developed world, and particularly in the United States, government officials are criticized as being inefficient and wasteful. One of the popular themes in American politics is to reduce its size. Both Democratic and Republican presidents since President Carter have sought to decrease the government size. Immediately after his inauguration, President Trump issued a directive to freeze hiring. Gloembiewski (1989) expressed dismay in the state of public service because older people are leaving at the first opportunity, middle-aged people are reconsidering their commitment to government services, and younger people are pessimistic about the future of public service. The overall trust in government is at an all-time low in both developed and developing countries. As a result, the prestige and the importance which government officials had once enjoyed no longer exists. The privatization movement, New Public Management and the Reinventing Government philosophy have constantly criticized public officials for being wasteful, rigid, and inefficient. These management practices have led to the rise of a disrespect for public services. As a result, the commitment to public service is no longer the principal driver for influencing people to join the government.

In earlier times, the prestige, power, and respect associated with the jobs attracted people to join public services. Bourgault and Gusella (2001) found that pride in one's job influences worker performance, fostering retention. In an age of globalization, with an increased emphasis on privatization, public servants are looked upon as inefficient and wasteful. The proponents of reinventing government and the New Public Management with their advocacy of privatization corroborated the image of inefficiency. The media, with its constant coverage of government corruption and waste, further damaged the reputation of the public service. It has led to what Cohen et al. (2013) call a crisis of public management.

The constant projection of a negative image of public service complicates recruitment into government services (Reichenberg 2002). According to the GAO report (2014), nearly 600,000 (or 31 percent of federal employees) are eligible to retire by September 2017. Holmes (2012) speaks in terms of a "retirement Tsunami" as a result of the the baby boomer generation leaving the workforce. In a 2006 "Survey of the Profession," the International City/County Management Association found that over "60 percent of members are over 50 years old, implying an imminent loss of experienced city and county managers" (Holmes 2012, p. 450).

In an environment of the loss of prestige for government services and the rise of informal actors the recruitment of a new generation of public servants is a significant challenge. Thus, human resource managers face a serious challenge to replace the government employees who are retiring in large numbers.

### LOSS OF THE TENURE SYSTEM

Globalization has facilitated the widespread adoption of the western ideology of New Public Management and Reinventing Government, which has led to spread of the privatization movement across the world. One of the consequences of privatization is outsourcing and the rise of the At-Will and contractual employment, that resulted in the end of the tenure system, which had earlier provided an incentive to join the public service. However, with the rise of At-Will employment, the tenure system is under attack. So, the government is losing one of the major attractions to recruit the best people. In previous decades, one of the major attractions for public sector jobs is the tenure and protection enjoyed by civil servants. With the rise of the At-Will and contractual employment, for example, in the United States, the public servants no longer enjoy the security formerly associated with the job. The tenure system protected civil servants from the arbitrary loss of jobs and political ramifications. The loss of this system has also led to an erosion of the commitment and loyalty of public servants. This has removed the psychological contract that prevailed in government services.

Lavigna and Hayes (2004) have outlined the following problems associated with present-day public personnel management: the aging of public employees, the erosion of loyalty, competition from the private sector, and budget shortages. The developed world faces the aging of the public employees who are dedicated to their services. The older generation was committed to their services, and was dedicated to the preservation of its organizational culture. The loss of the tenure system is depriving the government of the services of these experienced people. In an age of globalization with complex problems that require immediate action, government services need to be run by experienced people. Without such personnel, crises in governance will grow and this will result in serious consequences. The loss of experienced people may threaten the organizations' stability. As Thompson (1967) remarked much earlier, in order to survive the organization needs both stability and change. Organizational stability is crucial for

the continuity and maintaining institutional memory, which is necessary to set its future priorities and learning. *Despite the call to abolish the tenure system, there are a number of advantages.* By providing tenure, human resources management can attract the best-qualified individuals for government jobs. These new recruits can then bring their knowledge about modern technology and the concerns of the younger generations to the forefront of government priorities. Under the tenure system, they will feel secure in the jobs and will do their best to the improvement of the tasks of the government without the fear of the loss of jobs due to politicization or any other external variable. On the other hand, the tenure system in developing countries, for example, in South Asia, has led to inefficiency, rigidity stifling innovation and changes crucial under globalization. The difficult challenge is how to maintain a tenure system, and, simultaneously, to preserve the efficiency in the government system. However, a tenure system with an effective performance evaluation can eradicate many of the concerns associated with tenure. The efficient public servants are crucial for dealing with the complex problems under globalization.

#### DEMAND FOR ACCOUNTABILITY

The increasing demand for accountability as a result of media scrutiny means that public servants now live in a fish bowl. The demand for accountability causing increased managerial control diminishes the intrinsic satisfaction of the public service (Kearney and Hays 1994). The pressures for greater efficiency in government now make a career in government service less attractive to potential job seekers (Lavigna 2004). Governments in the developed world face serious challenges of recruitment and retention of public employees considering the increasing scrutiny as a result of accountability, and the levels of low pay and insecurity in public service. On the other hand, faced by the problems of the scarcity of jobs, and the opportunity for bribes and the generous perks associated with such jobs, the developing countries enjoy a better environment for the recruitment of the public servants, although not for the right reasons. Moreover, in developing countries, government servants are not exposed to intrusive scrutiny by the media as occurs in the developed world. The developing countries do not have effective tools to ensure accountability, which may provide a good reason for some to be attracted to government jobs. This lack of accountability, however, can lead to both corruption and the abuse of power: Compared to the developed nations, “where the

power of modern bureaucracy is counterbalanced by advanced political institutions, in most Third World countries the expansive power of the civilian and military bureaucracies is often unbalanced in relation to their weak political institutions” (Haque 1996, p. 320). In fact, in many countries in West Africa, and much of Latin America, the Middle East, and Asia, bureaucracy is aligned with military rule (Dwivedi and Nef 1982). Furthermore, the western system of bureaucracy may not work in developing countries. Although colonial rule resulted in the installation of powerful administrative systems in the Third World, “it failed to export democratic political institutions” (Haque 1996, p. 319). Frequently, traditional criteria such as family, ethnicity or caste overrule qualities like merit, ability, and achievement (Haque 1996). Nepotism and friendship prevails over the merit system in recruitment, and thereby prevent the development of a career system (Hopkins 1991).

The Canadian government has made significant efforts to foster an understanding and appreciation of the challenges and achievements of public service (Kernaghan 2000). The problem of recruitment has also been noted in countries like Australia (Williams 2001) and Belgium (Bouckaert and Victor 2001) and it is widespread in other countries. The politicians blame the bureaucracy for the ills of society, thereby tarnishing the image of government servants. To deal with the challenges of recruitment, some of the countries have adopted a policy of decentralizing agencies giving more power in terms of recruitment.

While the pressure of accountability has caused a problem of recruitment in the developed world, developing countries suffer from a lack of accountability, which causes bureaucrats to act irresponsibly. The challenge is to strike a balance between accountability and at the same time to ensure the freedom of government servants to exercise their talents and skill for the implementation of public policies.

## COMPENSATION

In an era of low budgets, it is difficult to attract the cream of the crop when the organizations cannot afford to offer a competitive salary. In an age of globalization, there are sufficient opportunities for talented people to find jobs outside government. Although salary is not the only factor that attracts people to the jobs it remains a powerful factor in a world of rising prices and the ever-growing necessities of life. At modern times, the increasing desire for more amenities in life push people for increasing



salaries. For example, a modern family needs computer, television, iPhones, cable TVs, cars, and all the appliances to have what is regarded just a basic living. All these necessities are expensive. The salaries are not keeping up with the necessities of life, and this is a more serious issue in public sector jobs because governments have to increase taxation to fund public sector salaries. In developing countries, the low levels of salaries pressure the bureaucrats to resort to bribes and other types of corruption. Accordingly, increasing the salary may eliminate the propensity to engage in bribes. Under a low salary, the honest bureaucrats suffer from low esteem and morale because they are unable to maintain a decent living. Because of their higher standard of ethics, they cannot take bribes, and at the same time, cannot afford to live a decent life with the government salary. With increasing job opportunities and attractive salary and benefits in the private sector, developing countries may begin to face the same problems like the developed world in recruiting and retaining the public employees. Based on a recent GAO (General Accounting Office 2017) report, the compensation gap between federal employees and private sector employees has widened since 2012. There is an increasing number of Senior Executive Service (SES) employees, who are leaving the government. Based on an OPM survey, 40 percent of the SES employees who want to leave the federal government responded that they would stay if the salary is increased (Corrigan 2017). The governments may consider providing attractive salary and benefits to public servants who serve for a long time. Moreover, the demand for privatization and outsourcing has also led to a diminution of benefits, which were once attractive factors for public service jobs.

Compensation must be broadly competitive with that offered in the private sector to attract qualified individuals into public service. However, with growing pressures on a reduced budget, it is difficult to provide a competitive salary and benefits for government jobs. In the absence of a competitive salary, public service can provide other opportunities such as tenure and pensions. With the growth of part-time, contracted, and At-Will employment, the public services lost most of the drawing factors to attract qualified individuals. In this situation, the government can resort to a leaner bureaucracy with the attractive salary and benefits. As a result, those who remain in government services can be satisfied and committed to their jobs. In most countries, grades determine the compensation. However, with the rise of the demands for the specialized employees in different fields, the qualification and experience can determine the compensation rather than the

grade level. Even under the grades, performance needs to determine the compensation to create an environment of motivation for the employees.

Thom and Reilly (2015) mention that public sector employers have to contend with limited human capital. As a result, governments have to rely on the private sector and the non-profit organizations for the delivery of services. Despite the influence of Public Service Motivation (PSM) in employment choices (Bright 2013; Georgellis et al. 2011), the salaries and fringe benefits remain crucial elements for attracting and retaining employees, especially those without intrinsic motivation (Wal and Oosterbaan 2013). Under budget constraints, the state and local governments prefer workforce reductions to pay cuts (Reilly and Reid 2011; Reilly et al. 2007). There is a low level of support for curtailing public employee pay (Elling et al. 2014).

Several authors emphasize external pay equity (Belman and Heywood 2004; Condrey et al. 2012; Smith 1976). Scholars have also explored the integration of performance metrics into compensation plans (Weibel et al. 2010). Other scholars have suggested the importance of strategic human resource planning practices (Jacobson et al. 2014; Perry 1993). On the other hand, other researchers have advocated workforce planning for compensation (Goodman et al. 2015).

Llorens (2015) argues that, based on US Census Bureau's data on the current population survey and the national compensation survey, both state and local governments face a long-term human capacity problem because of the reforms in compensation emphasizing competitive wage rates.

## PUBLIC SERVICE ETHICS

Lavigna and Hays (2004) expressed concerns about the erosion of the public service ethics, which is complicated by the current low level of trust in government. The erosion of public service ethics is widespread because of the extensive decline of trust in government. The loss of public ethics is a serious problem faced by the government. It can cause serious frustration among the public, leading to political instability and a crisis of legitimacy. Therefore, one of the major challenges for the government is preserving ethics in the public servants. The book explains the public service ethics in detail in Chap. 5.

## RETENTION

In addition to recruitment, the management and retention of employees pose serious challenges for the public sector. Globalization has opened up opportunities for talented people to leave their government jobs and work for the private sector with an increased salary. In the developed world, employee turnover in government jobs has far-reaching consequences in terms of the recruitment and training of new employees. The loss of the psychological contract worsened the problem of retention. Some authors have emphasized talent management as one of the major ways to deal with retention problem. Buttians and Hondegheem (2015) focused on talent management in public sector and offered a contingency based system.

## RETIREMENT

One of the major challenges faced by governments is to sustain the pension benefits due to the increasing number of retirees in OECD countries. The problem is pronounced in the senior-level executive positions. As a result, it is a challenge to maintain continuity and to preserve a degree of specialization in public service. There is a shortage of skilled labor in many developed countries. One solution is to import from other countries, which causes a brain drain in developing countries, which suffer from a lack of skilled people as the brightest and best travel to the developed world. Moreover, a high degree of patrimonialism in developing countries is pushing the skilled people out of their homeland to migrate to the western countries. Globalization has facilitated skilled people to work for the developed world. The skilled and talented people in the developing countries are frustrated to see their opportunities blocked by politicization and patrimonial recruitment. The lack of skilled people further complicates the efficiency of the governments by lowering the capacity to deal with complex problems. Government inefficiency creates the problem of legitimacy and effectiveness, causing political and economic problems. The emigration of skilled people can benefit developing countries by remittances from western countries. However, the damage to the government capacity as a result of the loss of the skilled people far outweigh the benefits of remittances.

To deal with the retirement of experienced people, HRM needs to develop effective succession planning. Succession planning is based on the assessment of the future vacancies and the training of people to assume

senior-level responsibilities. Despite the call to reduce the size without redefining the mission and the governments, particularly in the developed countries, did not address the problem of retiring individuals. HR managers in the public sector need to pursue an activist policy to recruit and retain the talented and qualified people because the success of the organizations depends on the personnel. The recent trends in human resources management further complicate the tasks.

## DECENTRALIZATION

One of the ways in which many countries have responded to the process of globalization is the decentralization of the personnel functions to the agencies. The era of centrally managed civil services is coming to an end. There are wide variations in terms of recruitment and training in different agencies. Some countries are still following centralization, and many countries are adopting policies of decentralized recruitment and training. In New Zealand, a high degree of decentralization has led to the elimination of employee protections. The similar trend exists in “the United Kingdom, Australia, Switzerland and Sweden” (Shim 2001, p. 324). Based on the OECD (2000) data, the Netherlands, Denmark, Canada, and the United States have implemented a “moderate” amount of decentralization. On the other hand, Japan and France preserved centralized and highly protective systems (Shim 2001; OECD 2000). Similarly, the United States has undertaken a policy of decentralization by giving increased power to the agencies in terms of recruitment and compensation. Each agency can make an advertisement for the jobs and can hire to fill short-term positions. Agencies are given the rights to hire from colleges, universities, Indian tribal governments, and eligible non-profit organizations under the Intergovernmental Personnel Act (US Office of Personnel Management 2017). As a matter of fact, “the past 35 years have seen significant experiments in the decentralization of virtually all functions of public personnel administration to strengthen managerial flexibility and allow line managers to exercise more discretion” (Brewer and Kellough 2016, p. 171).

Some countries are trying to make the recruitment process more effective and modern, although in many cases they are not adopting the policy of decentralization with no particular enthusiasm (Shim 2001). This phenomenon is especially prevalent in Southern Europe, Korea, and Poland (Shim 2001, p. 342), as well as Hungary, and also parts of Sub-Saharan

Africa, including Uganda and Nigeria (Sezi 1997). By contrast, Sweden has abolished the civil service, jobs no longer have tenure, and all recruitment is subject to open competition. In a different approach, Netherlands has created a Senior Public Service. Austria, Germany, Norway, Poland, and Portugal have introduced pay for performance to make the public sector competitive with the private sector (Sezi 1997). Decentralized recruitment can cause problems in terms of complying with merit, favoritism and the loss of accountability. A coherent system of recruitment is impossible under a decentralized system. A decentralized system can invite favoritism, cronyism in the recruitment system. The problem is serious in the developing countries compared to the developed world.

Decentralization is not without problems because of potential problems of abuse of power and favoritism without any central control. Decentralization can lead to their being a dilemma of the tension between decentralization and centralization. On the one hand, decentralization allows the level of flexibility and autonomy that is necessary in the age of globalization which requires rapid responses. At the same time, if the local levels are unqualified to handle the problems, this can lead to inefficiency and, in an extreme case, can cause the abuse of power. So, the local units have a responsibility to recruit people on the basis of merit. Local agencies must be qualified to handle complex problems without the supervision of the central authority.

### PRODUCTIVITY/PERFORMANCE

Globalization has intensified the demand for productivity among the agencies, which is forcing them to outsource if they cannot improve. With growing competition and a limited budget, government employees are under pressure to increase productivity. The long-held common view that the government employees are inefficient, are protectors of red tape and rigidity increases the pressure on them. As a result, productivity improvement has become one of the major themes of HRM. Florkowsski and Liftton (1987) describe productivity as an amorphous construct and it is difficult to measure productivity. In the absence of market-driven prices of consumption, it is difficult to measure productivity in public services (Sudit 1995). Jordan and Battaglio (2014) assert that there is more emphasis on performance ever since the state of Georgia (USA) introduced At—Will employment.

However, it is often difficult to measure productivity in public service because it does not actually produce anything. Moreover, there are several variables that affect productivity. Globalization brought the emphasis on productivity to the forefront. Creating a global chain is a major activity of not only the private sector but also the public sector. In a globalized world, each country is forced to improve the economies of scale in order to be competitive. The economy of scale is important in the delivery of public services. The demand for the provision of better and efficient services is ever-present in the government.

Based on Norman's research (1995), there is a growing demand for increasing efficiency, which demonstrates results and outputs, especially in terms of budgeting for sources. The human resource management emphasizes results orientation, including a performance appraisal system. Another important element is to expand the time horizon for three years. Bonder et al. (2011) suggested Competency-Based Management, a relatively new approach to human resource management. Competency-Based Management is based on the idea that the major functions of personnel, staffing, and learning and performance management, around a competency profile for the work to be carried out. It focuses on talent management, which relies not only on examining the demographics of the employee population but also on an analysis of the competencies (the knowledge, skills and personal attributes) necessary to carry out the activities of the organizations (Bonder et al. 2011). It also focuses on gap analysis. As Lawler (1973) has pointed out, competencies refer to the skills, which are appropriate and unique to the organization and will provide core competencies and competitive advantage.

Agor (1997) proposed the response of intellectual capital, which is defined as the intangible assets of skills, knowledge, and information. It can be regarded as a higher value asset. He proposed a human skill development program involving innovative and efficient thinking tools. Brain System Management (BSM) can be used to make decisions. This means the management of employees as individuals, rather than simply as part of a collective entity or by grade classification based on an evaluation of the performance of the individuals. Most of the OECD countries have adopted individual performance (UN 2005). One of the problems of performance measures is the emphasis on short-term gains. O'Toole and Meier (2015) suggest taking some initial steps in providing a theory by incorporating such contextual variables as political context (unitary versus shared powers, single or multiple-level, corporatist versus adversarial, with or

without a formal performance appraisal system), environmental context (extent of complexity, turbulence, presence versus absence of social capital), and internal context (extent of goal clarity and consistency, organizational centralization versus decentralization, and degree of professionalism). Hatry (2007) developed an alternative, the Total Performance Measurement System (TPMS), which has been adopted by some of the selected federal, state, and local governments. This multidimensional approach combines organizational input–output, client feedback, and employee attitude surveys to assess productivity.

## MOTIVATION

In an environment of increased competition spurred by globalization, one of the principal challenges of HRM is to motivate the employees under the condition of a limited budget, decreased prestige, and increased scrutiny. Motivating the young generation for public employment is a challenge when they are attracted by the opportunities in the private sector. It is also important to retain the employees. According to Perry and Wise (1990), PSM arises from the distinct belief that the public servants are different from the private sector counterparts. In public administration, PSM has been defined in several different, but compatible ways. Perry and Wise defined PSM as “an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations” (1990, p. 368). The definition clearly emphasizes motives, such as civic duty and compassion that are commonly associated with public organizations.

In a later analysis of PSM and government effectiveness, Rainey and Steinbauer (1999) offered a more general definition of PSM. They viewed it with altruism in referring to PSM as a “general, altruistic motivation to serve the interests of a community of people, a state, a nation or human-kind” (1999, p. 20). The Rainey and Steinbauer (1999) definition is similar to that of Brewer and Seiden (1998), who defined the concept as “the motivational force that induces individuals to perform meaningful ... public, community, and social service” (1998, p. 417), emphasizing its behavioral implications and applicability beyond the public sector. Mann (2006) mentions the other characteristics, which include a deeper desire to make a difference, an ability to have an impact on public affairs, a sense of responsibility and integrity, and a reliance on intrinsic rewards as opposed to salary or job security. PSM is a key component of the development function in human resource management (Mann 2006).

On the other hand, based on research in Europe, Vandenaabeele (2007) has defined PSM as “the beliefs, values and attitudes that go beyond self-interest and organizational interest, that concern the interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate” (2007, p. 547). PSM varies widely across the nations. As a result of the wide range of varieties, it is difficult to make a cross-national comparison. The dedication to public service motivates public sector employees. They believe that they can make a difference to the lives of people in their society. Therefore, public personnel management needs to provide opportunities for employees to perform their desired job, which is public service. Public servants are motivated by the internal dynamics of the organizations. Therefore, public personnel management is responsible for providing the opportunities which motivate the employees. Opportunities for rapid promotion and increasing salaries can motivate the Millennials. To motivate the Millennials, public personnel managers must create opportunities for quick promotion rather than the complex rigid system of promotion based on grading and classification.

Banga (2011) mentions the important tasks that human resource managers need to pursue so as to find out the important factors that cause satisfaction of the employees. He suggests the provision of a congenial environment to achieve these factors. Based on a study, Banga (2011) finds public sector bank employees place a greater importance to professional development, family contentment in terms of time and money, and the HR policies of the organization and the work environment. He found that the level of employee satisfaction is based on policies, job description, behavioral contentment and employee welfare. Turkyilmaz et al. (2011), basing his work on the experience of the Istanbul Branch of Social Security Institution in Turkey, found a correlation between satisfaction and loyalty. They also found that training and personal development and working conditions are important elements of satisfaction. Public personnel management can incorporate some of the ideas mentioned in motivation theories to attract talented employees.

## TECHNOLOGY AND TRAINING

One of the major aspects of globalization is the vast improvement and the increase of technology in every aspect of an organization. Technological improvement is crucial for HRM. Despite the advantage of technology, it reduces the “human factor” (West and Berman 2001). Technology



changes fast, leading to a need for continuous training in new technology. How to motivate the employees to constant changes is one of the major challenges of today. The public manager is responsible for upgrading the technology which is in a state of flux. The challenge is how to adapt and change, and, simultaneously, maintain stability. One of the problems is to help aging employees adapt to technology since younger workers may adapt to the changes rather quickly. The important challenge is how to establish and maintain human relations in an age of technology. However, this does impact on the whole of society. People try to interact with social media rather than in person or in face-to-face communication. Public personnel managers can consider different ways to establish human relations, including, for example, meetings, social gatherings or informal meetings in a more relaxed setting. Governments can improve technology to deliver the services and build up their client relationships. E-governance can be used for many of the services, for example, recruitment of the employees and the provision of services to clients. Guevara and Ord (1996) expressed concerns that as a result of technology, individuals will feel displaced from the contexts of organizational life as to presence, belonging, relationships, and contributions.

Considering the volatile environment as a result of globalization, the need for the capability of the people to cope with the situation compels the management to pay increased attention to public personnel management (Rowden 1999). Public personnel managers need to be aware of the international social and environmental issues. Rowden (1999) emphasizes that the wealthy countries can deploy enormous wealth, creating a wider disparity between the haves and have-nots causing unrest. It may cause some emerging countries to ignore the environmental regulations to gain the capital. For example, the fact that some countries may cut down and sell timber from a rainforest to purchase the technological infrastructure needed to compete on a global scale has profound global implications (Bolwin 1996).

The availability of technology has ushered in a growing demand for e-governance regarding the delivery of services. E-governance has eliminated time and location barriers for the customers and the government employees. Through online facilities, a person can access government services from remote places. In contrast to earlier times, when a person has to travel long distances to apply for a job, a person can do the same thing sitting in a remote place within a short time. At the same time, the employees need training to provide the services through e-governance.

This change of technology can be very frustrating to the employees, who are used to a particular type of technology. Public managers have a responsibility to make a smooth transition to new technology. One of the challenges of the public personnel managers is motivating the employees to constantly train and learn the new technology. Training on new technology can be a part of the recruitment, promotion and compensation process. Kroll and Moynihan (2015), who based their study on performance management reforms in the US federal government, found that training is positively associated with the implementation of these reforms. The constant need for technology training is an absolute necessity for public sector personnel.

Leikums (2012) asserts that the integration of the document management and human resource management systems is one of the most complicated processes when developing system interfaces. Public and private sector managers need to provide effective leadership ensuring services that encourage the health, safety, independence, and quality of life for their constituents (Dorsey-Oresto 2009). It is crucial to identify, recruit, educate, and retain good and influential managers and leaders. The knowledge base of an experienced, skilled Organization Development (OD) professional can help any organization, public or private (Williams 2012).

### IMPLEMENT A CHANGE CULTURE

In a fast-moving globalized society, it is crucial to bring about changes in the situation. However, it is difficult to change because of the resistance of the people within the organization, who feel comfortable with the status quo. People fearing the loss of power and peace of mind may resist any change that threatens the stability of their work situation. Therefore, it is necessary to socialize the people into accepting changes. Public managers can develop a changing culture in the organization. If people are used to a changing culture, they will accept future changes with little resistance. In the face of globalization, it is important to bring about changes in public personnel management. Public bureaucrats are perceived as unimaginative, resistant to accept new ideas, and extraordinarily sluggish to abandon policies although they are clearly unsuccessful (Nachmias 1984).

According to Meyer (1979), change, is “normally perceived unfavorably and may be a source of considerable anxiety among the public workforce” (p. 209). Kaufman (1971, pp. 8–23) mentioned that “the intra-organizational factors most resistant to change are the collective

benefit of stability or familiarity with established patterns, calculated opposition to change by some groups within the organization who may have selfish or altruistic motivations, and a simple inability to change, that is, “mental blinders” which preclude change capability.” According to Kaufman (1971, pp. 8–23) the selection and training of the bureaucrats leads to mental blinders. According to Downs (1967, p. 268), the longer a bureaucrat serves, the longer he/she tries to conserve the past and the present. Charles Peters and Nelson (1978) have attempted to popularize this idea that over the years a dominant personality emerges and becomes resistant to changes. But other findings show that the federal bureaucracies are not resistant to change as previously believed (Sigelman and Dometrius 1988).

The question now is how to bring changes without much resistance and conflicts. The researchers have come up with different ways to implement changes. One of the ways to bring about changes is by change management: “Change Management is a comprehensive term used to describe change at both individual and organizational levels, but the heart of the matter is the fact that it focuses on people. It is about helping them, individually and collectively, to move successfully from A to B, enabling an intended change to be implemented smoothly and to help it stick. The type of change will depend on the organization, from a merger, an acquisition, downsizing, restructuring, and new IT systems and processes, to a change in organizational culture” (Lewis 2012, p. 6).

Psychologist Kurt Lewin (1947) was one of the first to assert that organizations do not change simply because of the introduction of the new systems, processes or organizational structures. According to him, successful change takes place when the people within the group make their own personal transitions, allowing the organization to move forward and take advantages of the changes. Kurt Lewin (1947) came up with a three-step model for changes. The first step involves unfreezing or unpacking, which involves identifying the need and the resistance to changes. At this step, employees need to be motivated to adopt the changes. The second step involves affecting the changes. The managers take the leadership role to take necessary steps to make the changes. The important issue is how to make the changes smoother. The last step is refreezing, which requires some sort of stability in the present situation. Human resources managers need to be careful to bring about changes. An implementation culture can be helpful in that it helps employees to be socialized into a culture of changes. A change culture implies a belief that the organizations will

change constantly for improvement and efficiency. Buick et al. (2015) mention that adaptability to change is essential for high performance. They emphasize clarity and purpose alignment and integration, mutuality and motivation, adaptability and progress. The change culture means a smooth transition to new technology without major disruptions in policy and processes. It also needs assurance to the employees that there will not be any change in the jobs.

## DEMOCRACY IN HUMAN RESOURCE MANAGEMENT IN THE PUBLIC SECTOR

Globalization has facilitated the transition to democracies in many parts of the world. It also increases demands for democratization in the area of public personnel policies. One of the other issues in public sector human resource management is the establishment of democracy. The problem of democracy is common in many of the countries of the global South. Moreover, government services are prestigious and powerful in developing countries. So, it is crucial that the countries of the global South develop a policy of inclusiveness and equality. Klingner (1996), for example, emphasizes the importance of democratization in public personnel management in Central American republics. The important values of democracy, openness, equality, accountability, participation, responsiveness, individual liberty, due process and justice, are vitally related to human resource management. In the developed countries, the challenge is how to balance between different democratic values. In term of human resource management, a particular value may conflict with other values.

## PROCEDURAL JUSTICE

The establishment of procedural justice is one of the major functions of human resources management. Procedural justice can be defined as the degree to which decision making is viewed as just and fair (Colquitt 2001; Lind and Tyler 1988). Procedural justice can involve how decisions are made and how people are treated (Blader and Tyler 2003). Procedural justice can involve participation in the decision-making process, safeguards in voicing concerns, and opportunities for appeal (Leventhal 1980). Fairness and judgment are the mechanisms by which people switch their actions or psychological orientation from individual to group mode

(Lind 2001). If an individual considers the working of procedural justice, he/she will have commitment and motivation to cooperate with group members to accomplish the tasks of management to accomplish the goals (Blader and Tyler 2003).

Globalization has complicated the processes in procedural justice through the involvement of various transnational actors, who are not limited in a particular territory. Globalization has complicated the implementation of procedural justice through foreign investment crossing the boundaries of any particular state. For example, the government is asked to interfere with the activities of the businesses investing in another country. Some businesses may engage in illegal and unethical activities in a foreign country. People suffering the consequences of illegal activities need redress of their grievances. The public personnel manager needs to introduce a comprehensive way to develop procedural justice for the operations of the businesses, both within the country and also outside its borders. For example, the killings of more than eleven hundred people in Bangladesh in an industrial disaster led to their grievances being brought to the forefront of worldwide attention. The government employees may be involved in tasks stationed abroad. The government employees are involved in multi-various activities abroad. The public personnel manager is responsible for providing the ways to establish procedural justice in any activities crossing boundaries.

Procedural justice leads to satisfaction rates, reduction of turnover and increased trust of the employees for their managers. Rubin (2009), in a study based on the Department of Defense, found a positive relationship between procedural justice intentions and turnover intentions, satisfaction, and trust in management. Similarly, perceptions of workplace justice influence both workplace attitudes, including satisfaction, commitment, absenteeism, turnover, individual and organizational performance (Simons and Roberson 2003). It can determine just how much trust people have in the other party in the transaction (Brockner et al. 2001). Lind and Tyler (1988) found that, despite the positive outcome, an inappropriate process can lead to dissatisfaction. On the other hand, “fair and just can make negative outcomes more palatable—an idea that is especially important in the limited resource environment of government” (Rubin 2009, p. 126.).

## CHALLENGES OF PARTICIPATION

Increasing use of the Internet and technology has opened up opportunities for participation. One of the major challenges for HR is to maintain the participative decision making. The public sector management needs to

allow the employees to organize and form unions. The governments need to permit the labor with the right to bargain in good faith on working conditions. The union movement is under stress because of the globalization and the transfer of manufacturing industries to developing countries. However, with the privatization movement, union movement is diminishing in its influence in western countries. In the developed world, privatization and outsourcing are mechanisms used to break the power of the labor unions. Free trade agreements have also caused diminished influence of their position. The unions tried to prevent the free trade agreements without success. As a result, they have to organize to prevent the export of manufacturing industries. However, the effect of the free trade agreements for the public sector union movement is minimal in comparison with its effects on the private sector. The labor union in developing countries is not organized and powerful. The majority of the countries dominated by powerful groups suppress the rights to unionize. Business interests now dominate the powerful groups. The labor leaders are threatened by persecution and major punishments. Moreover, in the developing countries, the people desperately need employment and are vulnerable to the threat of the loss of jobs if they join unions. Still, in many developing countries, there are more opportunities for unions in the public sector. Kearney and Hays (1994) suggested participative decision-making in improving labor-management relations. Many governments consider the labor-management relation to be a non-zero-sum game rather than a zero-sum game. In both developed and developing countries, many public sector jobs are unionized. In the United States, union activities are more prevalent at state and local levels than they are at the federal level. In most developing countries, unionization is limited to public school teachers. Allowing public servants to form unions and bargain over wage and working conditions is therefore one of the major future challenges for HRM.

### STRATEGIC PLANNING AND HUMAN RESOURCE MANAGEMENT

Strategic planning has become a top priority for human resources managers in the public sector. Strategic planning, with its emphasis on environmental analysis, is crucial in a globalized world, which has become interdependent. The definition of strategic human resource management, according to Johnson and Scholes (1993, p. 10), is “the direction and scope of an organization over the longer term, which ideally matches its resources to its

changing environment, and, in particular, to its markets, customers and clients to meet stakeholders' expectations." Another widely used definition of strategic human resource management has been provided by Ellers and Lazenby (2007, p. 1), who assert that it is "the process whereby all the organizational functions and resources are integrated and coordinated to implement formulated strategies in order to achieve the long-term objectives of the organization and therefore gain a competitive advantage through adding value for the stakeholder." Competitive advantage, in this context refers to the edge that an organization has over another, particularly what makes one firm better than the other or why some companies out-perform their competitors. Boxall and Purcell (2011, p. 44) define Strategic Management "as a process of strategy making, of forming and reforming its strategy over a period of time." It is supported by David (2003, p. 5) who refers to strategic management as "the art and science of formulating, implementing and evaluating cross-functional decisions that enable an organization to achieve its objectives." To a large extent, this definition implies that strategic management focuses on integrating the core functions to achieve organizational success (Braun 2013). Strategic management, as a process, consists of the following three stages: strategy formulation, strategy implementation, and strategy evaluation.

In a fast-moving and challenging environment, there are challenges to strategic management. One of the major tasks is to carry on strategic management to come up with action plans. Meier et al. (2007) remarked that strategy is the actions that the senior managers take in response to the constraints and opportunities that they face. The opportunity for gaining more financial and political support is dependent on the soundness of the strategic planning (Meier et al. 2007). Strategic planning requires a thorough evaluation of the opportunities, threats, strengths and weaknesses relating to human resources. Globalization has created both opportunities and threats. A successful public sector manager needs to take advantage of the opportunities and prepare to face the threats by taking appropriate actions. The developed world can use cost—benefit analysis in assessing the opportunities of globalization. On the other hand, the developing countries can seek the opportunities created by globalization.

### THE CHALLENGE OF CULTURAL COMPETENCE

The most serious implication of globalization is the understanding of global culture. Modern governments have to interact with different international organizations such as the United Nations, the World Trade

Organization and the Organization for Economic Cooperation and Development. Public personnel management needs to develop ways to understand global culture. Public sector personnel management must develop training so that all the personnel are able to deal with people of different cultures and races. “Culture is a set of distinctive spiritual, material, intellectual, and emotional features shared by society or a social group. Culture encompasses language, communication patterns, lifestyles, practices, customs, a body of learned behaviors, value systems, traditions, shared beliefs, and views on roles and relationships” (Betancourt 2004, p. 53). Cultural competency involves the knowledge, awareness, sensitivity, attitudes, skills, and encounters by individuals in organizations and the respect for the cultural traditions of the clients and their communities (Farr 2005). In essence, cultural competency reflects the role culture plays in shaping an individual or group’s attitudes, values, and beliefs, which evolve through a long-time process of development (Cross et al. 1989). Cultural competency has been defined as a set of congruent behaviors, attitudes, and policies that enable an agency, or the professionals within an agency, to work effectively in cross-cultural situations (Cross et al. 1989; Isaacs and Benjamin 1991). Cultural competency is the integration and transformation of knowledge about individuals and groups of people into specific standards, policies, practices, and attitudes used in appropriate cultural settings to increase the equality of services, thereby producing better outcomes (Davis 1997). Lindsey et al. (2003) have developed a “cultural proficiency continuum” to depict how public agencies respond to and react to “difference.” This continuum ranges from cultural distinctiveness to cultural proficiency:

Cultural destructiveness: negating, disparaging, or purging cultures that are different.

Cultural incapacity: emphasizing the superiority of one’s cultural values and beliefs and suppressing cultures that are different.

Cultural blindness: ignoring differences among cultures and refusing to recognize any differences.

Cultural pre-competence: recognizing the lack of knowledge, experience, and understanding of other cultures limiting the ability to interact with people from different background.

Cultural competence: the ability to interact effectively with people from diverse background.

Cultural proficiency: respecting the differences among cultures and recognizing the benefits of different cultures. (Roberts and Jones 2005).



Kim (1999) suggested that the organizations must possess a global mind and global skills to manage in the present world. Human resource management can and should make a contribution to the competitive strategy of a global village. Gertsen (1990) speaks of intercultural competence as consisting of three dimensions: affective, behavior or communicative, and cognitive competence. Affective competence refers to the identification of the people in common language. Cognitive competence refers to the ability of not using stereotypes or narrow categorization. Communication competence involves the ability to connect with people of different backgrounds. HRM has to undertake the responsibility to ensure the cultural competence of the employees, especially the supervisors so that they can interact with people of diverse background.

## DIVERSITY

One of the major challenges of human resource management in the public sector is to maintain diversity in a globalized world. The changing nature of the workforce poses a serious challenge to the public personnel managers. Kouzmin and Korac-Kakabadse (1999) remarked that the demographic, organizational, social, and technological factors would cause radical changes in the coming decade which would influence the interrelationships between different actors. There will be a dramatic change in the number of women in the workplace. In 2010, at least 60 percent of the workforce were women (Johnston 2000). Women are projected to account for 51 percent of the increase in total labor force growth between 2008 and 2018 (U. S. Department of Labor, <https://www.dol.gov/> Retrieved November 26, 2017). In addition, the workforce will include a higher proportion of older people. Gradually, the companies are adopting structures targeting international co-ordination to support the global markets (Metcalf and Rees 2010). The United Nations declared improvement of the position of women as one of the goals under the Millennium Development Goals (MDG). Pyles and Ward (2003) argue that the demands of the women are usually ignored because migration of women brings much-needed remittances to the countries of origin. There are several advantages of having a diverse workforce. The advantages of diversity are a contribution to improved service delivery, fresh thinking, innovative approaches, new ideas, morale, job satisfaction, and increased productivity.

So, the “organizations should, therefore, continue to pursue pro-diversity policies, but those policies should reflect the potential for diversity to improve outcomes. Diversity matters not just because it is the right

thing to do. Diversity matters because it can increase the bottom line by introducing more perspectives, heuristics, interpretations, and predictive models. These diverse cognitive tools can, in turn, improve an organization's ability to solve problems and make accurate predictions" (Page 2007, p. 19).

Globalization provide opportunities for people in developing countries to work in the Middle East and the developed countries, where women can pursue their career because of the support from migrant labor, who usually work as household helpers. Metcalfe and Rees (2010) argue that globalization dynamics are gendered and that they produce gendered effects. However, Moghadam (2005) and Naples and Desai (2002) assert that the benefits of globalization have led to activism by women and inspired women's movement. Dolan and Rosenbloom (2003) observed that many scholars were concerned with the extent to which women and racial minorities were integrated into public bureaucracies. In discussing the state of social equity in American public administration, Frederickson viewed the "early development of social equity as focused on race and gender in employment, democratic representation, and service delivery" (2005, p. 32). He also described multiculturalism and diversity in a broader definition of social equity (p. 33). Nevertheless, we need to understand that diversity has many aspects, such as race, differences in ethnic norms and behavior, gender identity, sexual orientation, and technology, and that diversity brings its challenges (White and Rice 2005). Bush (2000) claims that in a society with a diverse population, it will be very difficult to develop the capacity to understand the different cultures.

One of the major problems faced by women is the lack of opportunities to serve in higher-level positions. Several authors have mentioned the existence of so-called "glass ceilings" or "sticky floors" (Naff 2003). It may take considerable time for women to move up the ladder because the women made gains in jobs in recent times. Moreover, Shabharwal (2015) conclude that women are placed in a precarious situation where they are bound to fail and pushing them over the edge, leading to so-called "glass cliffs." However, if women will have less chance of falling off cliffs if they are given a position in decision-making. There need to be more success stories to encourage more women to move up the ladder. Therefore, the recruiting and retaining of a diverse workforce are crucial issues for public personnel managers.

## INEQUALITY

There are concerns among some researchers that globalization has increased the levels of inequality across the world. This increasing inequality has raised serious concerns affecting public personnel as well as society in general. There is an increasing inequality between skilled and non-skilled labor. “Over the past 20 years, the pay of the average chief executive has increased from 35 times, compared to an average production worker to 120 times. In other countries, too, notably Australia, the UK and New Zealand, the income gap between better educated and skilled workers and the rest has widened since the beginning of the 1980s. In most of continental Europe, however, it has remained much the same. One long-term solution is to ensure that the labor force is better equipped with education and skills” (Kouzmin and Korac-Kakabadse 1999, p. 232). Many are now concerned that globalization has now led to a demand for skilled people, thereby widening the gap between skilled and non-skilled people. However, the questions arise as to the role of public personnel management in reducing income inequality. One step in the right direction is to reduce the disparity between the top and the lower positions. The wage level at the lower positions must be kept at a level to maintain a decent standard of living. The top positions should be given enough salary to maintain their motivation. The HR manager in the public sector can devise a compensation system that seeks to eliminate the differences between the top positions and the lower positions. At present, it is unfortunate to see the top positions receiving huge increases while agencies have to struggle to pay a few cents more to lower-paying jobs.

## EROSION OF THE SOCIAL CONTRACT

The rise of informal actors in the delivery of the services associated with globalization has eroded the social contract once enjoyed in the public services. Kouzmin and Korac-Kakabadse (1999) refer to the erosion of two types of social contract: the functional level and the organizational level. Despite the low visibility of the erosion of loyalty at the functional level, it is more pronounced at the organizational level. Organizational cultures are powerful tools in terms of the identity of the individuals in an organization. Organization culture creates a spirit of belongingness among the employees, who are able to take pride in their organizations. The erosion of the social contract can damage the organization culture and its associated values of identity and belongingness.

Modern organizations are increasingly relying on part-time, temporary and contractual employees to cut employees and offer flexibility. This has led to a changed psychological contract of security and loyalty (Morrison 1994). As a result, the employees today no longer recognize the existence of the psychological contract with their employer. Tang and Cunningham (2012, p. 330) assert that the “wake of outsourcing and globalization, less than half of today’s employees are committed to their employers because employees feel that employers treat them as expendable commodities when times get tough.” Similarly, the employers see the employees as disloyal especially the Gen-Xers. Tang and Cunningham (2012) considered the variables of the love of money and leisure ethic for assessing the commitment and affective, continuance and normative occupational commitment among the Baby boomers and Gen-X. They found that the leisure ethic was positively related to affective commitment for Baby Boomers. On the other hand, for Gen Xers the love of money was negatively related to affective commitment. Long-term commitment is essential for the smooth operation of the government. The low level of commitment of the employees causes low morale among the employees reducing productivity. The low commitment also leads to absenteeism and high turnover in the organizations. This high turnover has, in turn, an adverse effect on the organizations, which need to hire new employees on a regular basis.

### SPREADABLE DISEASES

Providing a healthy and productive environment for employees is one of the major tasks of HRM, which is responsible for providing health insurance and creating wellness facilities within the organizations. Globalization has made it easier for transmissible diseases, for example, the Zika virus in South America and the Ebola virus in Africa. The diseases have spread across the world because of the increased travel facilitated by globalization. The increasing incidence of HIV/AIDS is a challenge, especially for the younger generation. Globalization has made it easier for the spread of diseases from one continent to another within a very short time. Combatting transmissible diseases pose serious threats to the health and safety of the workers. However, the containment of such diseases is impossible without the global cooperation of sovereign nations. Each organization can take positive action in preventing the spread of the diseases, since the provision of health and safety for workers is one of its central tasks. Furthermore, the public personnel manager is also responsible for preventing discrimination against people with certain medical conditions against which there is some social stigma, such as HIV.

## PROTECTION OF WHISTLE BLOWERS

The increase of social and other media has facilitated many people to “blow the whistle” on government operations. One of the challenges of HRM in the public sector is to provide for the protection of whistle blowers. The protection of the whistle blower is important in ensuring accountability in the government. In the absence of opportunities to blow the whistle, people will resort to “Guerrilla Govt.” Guerrilla government “is a form of dissent continually carried out by those who are dissatisfied with the actions of public organizations, programs, or people but who typically, for strategic reasons, choose not to go public with their concerns in whole or in part. A few guerrillas end up outing themselves as whistle-blowers, but most do not” (Oleary 2006, p. 10). The availability of Internet technology has enabled people to blow the whistle on any organization from anywhere in the world. For example, the WikiLeaks founder Julian Assange exposed the abuses in the US government. The public personnel manager bears a responsibility to make opportunities for employees to expose genuine abuses and wrongdoing in their agencies. Where there are no opportunities for whistle blowing, employees may resort to subversive activities or leak to the media, actions that can be damaging to the reputation of the agencies.

## CONCLUSION

A competent workforce acting in full knowledge of the global situation and interdependence between domestic and international actors is now essential, bearing in mind the challenges of globalization. The United Nations (2005) emphasizes the importance of a competent merit-based civil service exercising authority through the cooperation of different actors with integrity and the integration of communication technology. In considering the challenges of globalization, the public personnel manager needs to recruit, compensate, and train the employees with the modern technology and equip them with the tools and resources to deal with complex problems. The issues of technology, diversity, and interdependency will always be the major challenge for human resource management in the public sector. In the present situation, HRM needs to deal effectively with the challenges caused by globalization.

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## Globalization and Leadership Challenges

In an age of globalization, increased importance is given to the study of public leadership. Present-day leadership cannot afford to limit its actions within the borders or the sovereign territory of one nation. Modern leaders need to think globally in terms of any public policy, which is interconnected with the world at large. However, Schoen (2013) speaks of the failure of leadership, especially by the United States. The tasks of public leadership have become complicated by the involvement of formal and informal actors, both domestic and international. In a globalized world, leaders find themselves limited by international financial organizations. Even within the country, the leaders find themselves limited by the civil society from different countries but united in a mission. Moreover, the issues are complex and the solutions require actions which are conditioned by factors beyond their control. Despite the constraints, leaders are crucial for the overall welfare of countries.

At first, the chapter analyzes the various theories of leadership and then investigates the challenges posed by globalization. It focuses on strategic and transformational leadership and offers an analysis of cultural competence, contracting out, training, and collaboration.

The leader has been likened to “a savior like essence in a world that constantly needs saving” (Rost 1991, p. 94), and leadership to a “social delusion that allows ‘followers’ to escape responsibility for their own actions and inactions” (Gemmill and Oakley 1992, p. 119). Rost (1990)

viewed that the images portrayed in Hollywood, folklore, and Old West influenced the popular view of leadership. Gemmill and Oakley (1992) viewed leadership as a myth, the major function of which is to preserve the existing social systems and structures by blaming problems on the ineffective leadership abilities rather than on the systems themselves. Villoria and Iglesias (2011) emphasized the importance of leadership in explaining changes and continuity. In the absence of “leadership, public organizations will never mobilize themselves to accomplish their mandated purposes” (Behn 1998, p. 209). Despite the advocacy of privatization and outsourcing, the reform movements of the 1980s and the 1990s centered on leadership. The New Public Management and Reinventing Government approaches focused on the privatization of the public sector with a central focus on leadership. At present, there is much emphasis on reforming public administration. The central focus of reforms is on leadership. In the United States, the reinvention movement centered on leadership efforts (Hennessey 1998). Influenced by the reform movement in the United States, every organization felt compelled to respond with initiatives to promote leadership (Hartley and Allison 2000). Because of the “continued focus on market mechanisms and public–private partnerships as key levers for reform, the public sector was encouraged to look to the business world for models of good practice in a drive to inculcate entrepreneurial values and import dynamic styles of leadership” (Newman 2001, pp. 79, 85).

Vogel and Masal (2012) emphasized the importance of leadership considering the changes in the socio-economic situation and the financial squeeze and austerity measures. They assert that in the public sector there is a greater emphasis on participative leadership because the rules are set leaving not much room for maneuver for the public leaders. Leadership is conceived as a process of making the decisions. Gemmill and Oakley (1992) defined leadership as a social process of dynamic collaboration between individuals and organization members with intellectual and social interactions. According to one analysis, “[the] leadership process is like a river. Contained by its bed (the culture), it can be said to be flowing in one direction, yet, upon close examination, parts of it flow sideways, in circles, or even backward relative to the overall direction. It is constantly changing in speed and strength and even reshapes its own container” (Gemmill and Oakley 1992, p. 124). Leadership is an ability to get others to do what they don’t want to do and like it (Cohen et al. 1984). Leadership is considered to be the influence of a person to get followers get something extraordinary happen (ibid.). It is a process of using power to obtain interpersonal

influence (Schermerhon et al. 2005). Leadership is an understanding of the operation and effectiveness of an organization. An account of different leadership theories will be helpful in increasing understanding of the challenges of leadership under globalization.

## LEADERSHIP THEORIES

There are a wide variety of definitions of leadership. One of the earliest theories of leadership is the traits theory based on the personalities and the characteristics of great leaders such as Abraham Lincoln, Mahatma Gandhi, and Napoleon Bonaparte. Stogdill published research in 1948 that outlined the important characteristics of leaders. In 1974, he published more research based on the second survey. Later researchers conducted extensive research on the traits. The major leadership traits are intelligence, self-confidence, determination, integrity and sociability. However, these traits are considered inherent and not capable of being acquired.

The other theory of leadership is skills theory, which focuses on skills and abilities rather than personal characteristics. One of the advocates of this theory, Robert Katz (1955), identified three important leadership skills: technical, human, and conceptual. According to Katz (1955), skills are based on accomplishments, and the traits are inherent. The three types of skills are discrete: Technical skills are the ability to use the tools and knowledge for the efficiency of an organization. Human skills differ from technical skills because they deal with people and focus on interpersonal skills. Finally, conceptual skills deal with ideas of problem-solving. Both traits and skills focus on the abilities of the leadership. They do not deal with how the leaders act and behave.

The leadership style focuses on the behavior of the leader. By contrast, the style approach focuses on the capabilities of the leaders and on two types of behavior: task behavior and relationship behaviors. Task behavior focuses on the accomplishment of tasks, while employee behavior focuses on relationship.

Situational theory considers leadership based on different types of situations: directive and supportive. In both of these approaches, the leader evaluates the situation based on the subordinates' characteristics in terms of their ability and competence. Directive behavior focuses on providing direction about how to accomplish the goals, and who is to be responsible for the tasks. Supportive behavior focuses on the facilitation of goals by making the subordinates feel comfortable about their tasks. It is based on two-way communication between the leaders and the subordinates.



Based on motivation, the path-goal theory considers how leaders motivate subordinates to achieve the assigned goals. The premise of the path and goal theory is that the leadership style is based on the motivational needs of the subordinates. It is based on a match between the leader's style, the characteristics of the subordinates and the work setting. For example, the followers who have strong needs for affiliation prefer supportive leadership.

The other theory is leader-member exchange (LMX) theory, which is based on the interactions and linkages between leaders and members. The linkages and interactions are based on relationships and negotiated role responsibilities. Those who are willing to go beyond the formal roles are called the in-group; and those who are based on formal role are called the out-groups. The LMX theory is based on a dyadic relationship between in-groups, and out-groups. Leaders treat the out-groups fairly and do not provide extra support. On the other hand, the leaders provide support and incentives to the in-group.

In an age of continuous changes, the transformational leadership is increasing in popularity. James MacGregor Burns (1978) first coined the term "transformational leadership" first and in doing so he distinguished between traditional (transactional) and a more potent transformational leadership. According to Burns, transactional leaders try to satisfy the basic human needs as outlined by Maslow. However, transformational leaders go beyond the basic needs and try to satisfy the higher needs of the subordinates. Transformational leaders use charisma and influence their followers to bring about changes in society. Among the more familiar examples of transformational leaders are leading historical figures such as Nelson Mandela, Dr. Martin Luther King, Abraham Lincoln, and Mahatma Gandhi. In contrast, transactional leaders try to advance their agenda by providing the incentives to the subordinates. Transformational leaders focus on the improvement of performance of the followers and try to help them to develop to their fullest potential (Avolio et al. 1999). The important characteristics of transformational leadership are the idealized influence, charisma, inspirational motivation, intellectual stimulation and individualized consideration. The transactional leaders exchange the values to advance their own interests. It was Burns (1978) who elaborated on the concept of transformational leaders, who are instrumental in motivating the followers. Avolio and Bass (1995) described the characteristics of transformational leaders as an idealized influence, inspirational motivations, intellectual stimulation, and individualized consideration. The practical

application of transformational leadership, Yukl (1994) suggests, are empowerment, delegation of authority, training, skills development, and access. Transformational leaders focus activities to make sure to empower the followers and to maintain the independent relationships through the delegation of authority, training and skills development, access to information and building a culture of support.

Transformational leaders are instrumental in promoting productivity: they inspire employees through the use of the charisma and idealized influence. Belle (2014), drawing on a randomized control group experiment with nurses working at a large public hospital in Italy, found that the two job design manipulations—that is, beneficiary contact and self-persuasion interventions enhance the performance effects of the transformational leadership. These job designs increase the level of awareness among participants that they are making a difference to the lives of others.

The other commonly used type is known as charismatic leadership. Charismatic leaders are the “superstars of leadership.” Accordingly, writers “usually reserve the label ‘charismatic’ for well-known political, social, and business leaders who have had a significant impact on the lives of others” (Hackman and Johnson 2013, p. 121). Charisma is considered to possess a magnetic personality to attract the followers. However, charisma can be used negatively by the leaders for their selfish purposes.

On the other hand, servant leadership is an approach, which focuses on the concerns of the followers. The servant leaders empower and empathize with the subordinates for the accomplishment of goals. The servant leaders put the priorities of their subordinates ahead of their own interests. The important characteristics of servant leadership are listening, empathy, healing, awareness, persuasion, conceptualization, foresight, stewardship, commitment to the growth of people, and the building of a community.

One of the latest theories to be developed is that of authentic leadership, which broadly deals with whether or not the leader is genuine or real. Northouse (2016) emphasizes different perspectives in defining authentic leadership: intra-personal, interpersonal, and developmental. From an intra-personal perspective, authentic leaders show genuine leadership and care for the people. Based on the interpersonal relationship, this focuses on the relationship between leaders and followers. Based on behavioral perspectives, authentic leaders display the positive psychological qualities and ethics.

Team leadership is another theory which is focused by the researchers. Team leadership focuses on accomplishing the organization’s tasks.

The focus is on motivating the team to achieve their goals. Team leaders are oriented to identify the clear goal, results-oriented structure, commitment, collaboration standards of excellence and principled leadership. An analysis of different leaders raises the question: which type of leadership will be suitable under a globalized world?

### WHICH TYPE OF LEADERSHIP?

Which type of leadership is necessary to deal with the challenges of globalization? This is a difficult question to answer. Public leadership is further complicated by the involvement of various actors (both domestic and international) and also by the increasing complexities of policies. Rainey and Bozeman (2000) refer to the almost universal agreement among scholars that public organizations have more complexity and ambiguity.

A comparison between public and private managers produced unexpected results. Business managers were found to be less change-oriented than managers in public organizations (Andersen 2010). As a matter of fact, public managers surpassed business managers in this respect (Andersen 2010). In an attempt to eliminate the effects of organizational differences, Andersen and Hansson's (2011) investigated only public managers and found virtually no significant differences in behavior between female and male managers. Regardless of whether a female or male majority of employees or a female or male majority of managers, there was no effect on leadership behavior (Andersen 2012). In an age of globalization with constant changes in the environment, a strategic leader may be crucial to deal with the problems.

### STRATEGIC LEADERSHIP

There is a constant demand for strategic leadership considering the complex challenges of the world. John Bryson (1988, p. 1) defines strategic planning as "a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization (or other entity) is, what it does, and why it does it. These decisions typically concern the organization's mandates, mission, product or service level and cost, financing, management or organizational design." Berry and Wechsler (1995, p. 159) define strategic planning as a "systematic process for managing the organization and its future direction in relation to its environment and the demands of its external stakeholders. Strategic

management involves taking the strategic planning process and extending it into an ongoing management paradigm of anticipating and managing organizational change and environmental uncertainty.”

Paul Joyce (2015) emphasized a necessity of the awareness of the situation, challenging people to change, understanding and managing stakeholders in strategic management. One important aspect of leadership must deal with globalization, visions, the demand for outsourcing, competitiveness, ethical leadership, and transformational leadership. Strategic management requires visionary skills to predict the future and take appropriate action to deal with environmental challenges. Strategic public leaders have to undertake a thorough Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis to develop action plans for future plans. Through the use of strategic planning, the agencies can assess the strengths, weaknesses, opportunities, and threats. Leadership must take advantage of the opportunities that may arise as a result of globalization, and at the same time, deal with the threats. Globalization and new technology have made many of the services and tasks of the government obsolete. Therefore, the leadership is responsible for predicting the future development and take appropriate actions to deal with possible threats. Threats can arise due to political, economic, and technological changes. Politically, emergence of a hostile government in which another country has a substantial investment can pose a serious threat. Any act of terrorism, war, and political turmoil can disrupt smooth operations. Leadership is responsible for taking appropriate actions to deal with the situation and take actions so that the effects are minimal. Similarly, economic fluctuations can pose serious threats to the well-being of society. A major recession can ruin the lives of many people with devastating results. The leadership has the responsibility to be prepared for the possible consequences of the economic disaster. The other threat is technological change, which may have serious consequences. If technology replaces some products or services, it can create massive unemployment. Therefore, the leadership is under pressure to take appropriate steps to deal with unemployment by creating an alternative product, and services. A strategic leader needs to predict the situation and take measures rather than react to the situation. Therefore, a strategic leader must evaluate the opportunities and the threats to be prepared for the situation and make proper decisions.

The leaders have a responsibility to socialize the team with organizational visions and goals, and, simultaneously, to create the support system to achieve the goals. Pickering and Brokaw (2007) suggest the use of six

change levers to create high-performing organizations: leadership, vision, values, strategy, structure, and system. They raised the crucial questions relating to performance: how the governments are delivering the services and how they are treating the stakeholders, and the customers. Besides strategic leadership, the leaders under a globalized world need to develop important skills to deal with the challenges.

### WHAT KINDS OF LEADERSHIP SKILLS?

One of the most frequently asked questions is: what types of leadership skills are necessary for today's world? In the following pages, the chapter assesses the important skills.

#### *Trustworthiness*

To be effective, public leaders must earn the respect and trust of the public. The importance of trust has become more prominent at present time because of declining trust in leadership. If people cannot trust their leaders, they will be reluctant to provide obedience. In an extreme case, the people can rise in rebellion to overthrow their leaders. Kim Chulwoo (2009) asserts that the effective leader–group relationships can increase the level of trust in government, which can promote high performance. Newell (2012) emphasizes the importance of constitutional, personal, public service, and professional values and skills. He emphasizes integrity, listening to others, tolerating dissent, involving others, and making moral decisions. Hellriegel and Slocum (2007) have argued that the likelihood of trust for the authentic leaders by the followers is higher because they promote open two-way communication, share critical information, and very open about their perceptions about the followers. Allert and Innes-Brown (2005) focused on communication and building trust for diversity management in an age of globalization. Goleman et al. (2001) emphasized the “soft” emotional intelligence skills: self-awareness, self-management, social awareness, social skills, motivation, and empathy. Avolio et al. (2004) insisted on the authentic leadership approach, in which leaders: (1) know and understand themselves; (2) know what they believe and value; and (3) act on their values and beliefs through open and honest communication with subordinates and others. Short (2012) asserts the necessity of balancing between hard and soft skills. The hard skills are strategic, organized and result oriented leadership and the soft skills are caring, inclusive

and authentic leadership. Based on the Ohio State studies (Blake and Mouton 1964; Hersey and Blanchard 1977), leaders need to possess a number of skills to respond to the challenges under the age of globalization. Trustworthiness is a crucial element of leadership.

### *Innovative Skill*

In a fast-changing environment, leadership needs to be innovative to deal with the changes. To cope with these changes, a leader must be committed to the development of skills and knowledge so that the employees can adapt to the changing circumstances and take appropriate action. Leadership needs to bring about a broad-based change in the organizations. One of the major skills required for leadership is the innovative skills. Kim and Yoon (2015) found that employee creativity, flexibility to change and resources for innovation are associated with employees' perceptions of a culture of innovation. There is an importance of organizational flexibility, innovation and creative solutions for government effectiveness (Fernandez and Rainey 2006; Parker and Bradley 2000). Other authors have emphasized the importance of employees' creativity (Berman and Kim 2010), promoting flexibility to adopt changes and supporting with resources for innovation (Amabile 1988; Amabile et al. 1996; Angle 1989). Kim and Yoon (2015) emphasized the importance of transformational leadership in the innovation culture. One of the challenges for leadership is how to make the changes acceptable to employees since people are usually resistant to changes. The job of leadership is to convince the people about the benefits of any innovations.

### *Knowledge Management Skills*

In an age of fast-moving technology, leadership needs to develop knowledge management skills, which includes using knowledge for the welfare of the organization. Leaders need the knowledge to solve the problems faced by the organizations. In an age of globalization, where knowledge is abundant and changing constantly, the leaders need to provide and process the knowledge for decision-making. Leaders are responsible for creating an environment of constant learning among the employees and the public. The knowledge can include both internal and external. The leaders are also responsible for transmitting the accurate knowledge to the stakeholders. Masadeh et al. (2014) suggested knowledge management skills from the private sector that can be used in public sector.

### *Team Leadership Skills*

Working as a team is crucial in an age of interdependence promoted by a globalized world since the increased interdependence makes it necessary to work as a team. The implementation of public policy requires cooperation among the teams to accomplish the goals of the organization. One of the issues in a globalized world is how to manage a network of teams connected by interdependent functions. The leaders must be capable of promoting cooperation among the various teams. The success of the organization is dependent on the cooperation among the various teams. Kakabadse et al. (1996) emphasized team leadership in the European context through high-quality dialogue and cabinet responsibility.

### PARTICIPATIVE LEADERSHIP

The network of actors needs to participate in decision-making and also in the implementation of policies. Leadership can make a significant contribution by encouraging the various actors to participate. Leithwood et al. (1999) emphasized the necessity of participative leadership, which involves maintaining relationships with different constituents. According to Burns (1978), a common good can emerge out of the conflicting situation and goals. Rost defined leadership as “an influence relationship among leaders and their collaborators who intend real changes that reflect their mutual purposes” (1990, p. 99). There are four major elements based on the definition: (1) the multidirectional influence; (2) the existence of multiple actors; (3) the commitment of leaders and their collaborators to make changes; and (4) the common purpose of the leadership. One of the challenges of leadership is how to make the employees participate. Many leaders emphasize participation for the namesake, and there is no genuine interest in employee participation. If the leadership cannot create an environment of positive benefits, people would be reluctant to participate. People must see the results of participation in important policy-making and performance evaluation. Therefore, the people need to have a good perception of a genuine participation to be worthy of their time and efforts.

### ADAPTIVE LEADERSHIP

In a fast-changing world, the leaders need to adapt to changing circumstances. Heifetz’s (1994, pp. 69–73) theory of adaptive leadership proposes for different leadership strategies based on different situation.

The type I situation is characterized by the absence of complex problems and it does not require much of the role of the leader. The type II situation requires some, limited leadership. In the type III situation, there is a need for a redefinition of the problem, a high degree of political expertise, greater sensitivity, and a greater involvement of the public. There is a higher likelihood of a type III situation at the present time because of the volatile situation in a globalized world. For example, European countries faced a massive refugee problem as a result of the Syrian crisis. On the other hand, the developing countries, especially the beneficiaries in the western world, have to adapt to a possible end of outsourcing.

### CULTURAL COMPETENCE AND LEADERSHIP

Governance in a globalized world requires an understanding of global culture and behavior. In an interdependent world with the involvement of various actors, including both domestic and international, it is crucial for the leadership to understand world culture. In one contribution, Schein (1985) stressed the importance of culture: “neither culture nor leadership, when one examines each closely, can really be understood by itself” (p. 5). Governance involves the interaction among different individuals across different cultures. Ethnocentrism and prejudice can stand in the way of understanding of different culture vital to governance. Robinson and Harvey (2008) suggested, based on the actions of the private sector to develop a corporate vision, how an organization adheres to that vision, and the articulation of values for each relevant area. Similarly, public sector leadership can come up with a global vision and lay down the ways to implement the vision. Adler and Bartholomew (1992) assert that global leaders need to develop five cross-cultural competencies, in which a culture is regarded as the way of life, customs, and script of a group of people (Gudykunst et al. 1988). It provides people with a set of values, beliefs and perspectives about how the world operates influencing them in their meanings of lives (Kumar et al. 2011). House et al. (2004) identified six global leadership behaviors: charismatic/value based, team-oriented, participative, humane-oriented, autonomous, and self-protective. Hofstede (1993) identified five major dimensions of culture: uncertainty avoidance, power distance individualism—collectivism, masculinity—femininity, and long-term—short-short term orientations. Based on research by others, GLOBE researchers identified nine cultural characteristics:



### *Uncertainty Avoidance*

Uncertainty avoidance refers to the extent to which a society, organization, or group relies on established social norms, rituals, and procedures in order to avoid uncertainty. It refers to the way cultures use rules, structures and laws, ensuring predictability in decisions.

### *Power Distance*

Power distance is the degree of a group's expectation and agreement on the inequality in sharing of power. It also reflects the stratification of power, authority, prestige and authority, wealth and other material things.

### *Institutional Collectivism*

Institutional collectivism reflects the extent of the society's desires for collective societal action. It refers to the desire for overall societal interests rather than individual goals and accomplishment.

### *In-Group Collectivism*

In-group collectivism measures the extent of people expressing pride, loyalty, and cohesiveness in their organizations or families. It refers to the devotion of the people to their organizations or families.

### *Gender Egalitarianism*

Gender egalitarianism measures gender equality. It determines the extent of gender equality in organizations, homes, and broader communities.

### *Assertiveness*

Assertiveness measures the extent of assertiveness, and aggressiveness in social relationships. It measures how culture reflects the nature of toughness in a society.

### *Future Orientation*

Future orientation reflects how people are oriented towards future well-being and future planning. It measures the extent of their concerns about the future rather than present gratification.

### *Performance Orientation*

Performance orientation measures the extent of rewards based on performance and excellence. It implies the extent of the people being rewarded for challenging goals and achieving them.

### *Humane Orientation*

Human orientation reflects a culture rewarding people for fairness, generosity and kindness. It emphasizes behavior relating to social support and community values. The GLOBE researchers divided the data from the 62 countries they studied into different regional clusters. They divided the world cultures into ten different types: Anglo, Germanic Europe, Latin Europe, Sub-Saharan Africa, Eastern Europe, the Middle East, Confucian Asia, Southern Asia, Latin America and Nordic Europe. The leaders in different regions have a responsibility to deal with the problems ingrained in their own particular culture. For example, in Southern Asia, which is dominated by humane orientation and in-group collectivism, the leaders must be careful to avoid the influence of family in fulfilling the tasks of public administration. Similarly, countries characterized by Anglo culture with high scores in performance orientation and low in in-group collectivism, the leaders can work to develop empathy and concerns for the groups.

Globalization has provided the opportunities and, simultaneously, challenges for leadership regarding an understanding of different cultural characteristics. Through the sharing of knowledge, we are more prepared to understand the cultural characteristics compared to earlier times when the societies were remote. However, in earlier times, leaders did not have to deal with remote societies. As a result of globalization, leaders have to deal with people from different countries with diverse cultural backgrounds. A knowledge of different cultures is crucial at the present time. In an attempt to describe how different cultures view leadership behaviors in others, House et al. (2004) have identified six global leadership behaviors:

### *Charismatic/Value-Based Leadership*

Charismatic/value-based leadership measures how leaders use charisma and the personality to encourage improved performance from the subordinates. The leaders use the values and symbols to inspire higher performance.

### *Team-Oriented Leadership*

Team-oriented leadership inspires team building for a common purpose. This type of leadership is collaborative, integrative, and inspiring to bring together team work.

### *Participative Leadership*

Participative leadership emphasizes participation in the decision-making process. It values empowerment and involvement of others in key decision making.

### *Human-Oriented Leadership*

Human-oriented leaders are friendly and supportive and have empathy toward the subordinates. They display caring for the subordinates.

### *Autonomous Leadership*

Autonomous leadership tends to be independent and individualistic. Autonomous leadership values freedom and independence for the followers.

### *Self-Protective Leadership*

Self-protective leadership tries to protect the safety and security of the leaders and the groups. Self-protective leaders are more focused on their interests.

In addition to developing a sensitivity to different culture, global leadership requires the capacity to transform the society by broad-based changes. Global leadership faces complex problems in relation to, among others, terrorism, climate change, and income inequality, just to name a few. There is a greater need for transformational leadership.

## TRANSFORMATIONAL LEADERSHIP

In the present-day world, one which is characterized by complex problems, leadership must be capable of transforming society. Bennis (1984) mentioned the four major threats faced by the world today: (a) a nuclear

or biological catastrophe, whether deliberate or accidental; (b) a world-wide epidemic; (c) tribalism and its cruel offspring, assimilation (all three of these are more likely than they were a decade ago); and, finally, (d) the leadership of our human institutions. Without exemplary leadership, it will be impossible to solve the first three problems. In a world dominated by complex problems, the type of leadership that is necessary is transformational leadership, which is responsible for bringing about societal changes. Moynihan et al. (2012) proposed ways of overcoming many of the structural and environmental constraints of the public sector. They also advocated the adoption of transformational leadership, in order to enhance performance.

Several researchers show that transformational leadership predicts higher levels of job performance among followers (Bass and Riggio 2006). Most of the research supports the same conclusion. Transformational leadership is essential for self-transcendence (Carey 1992). Transformational leadership is necessary to influence followers to bring about changes. Transformational “leaders encourage charismatically-led followers to develop their skills so that they might eventually demonstrate initiative in working for the leader’s goals” (Graham 1991, p. 116). The transformational leadership possess the skills or abilities to bring about societal changes.

Currie and Lockett (2007) emphasized the renewed interest in transformational leadership considering global challenges. Bass (1985) differentiates between transactional and transformational leadership. The differences are crucial from the point of the current understanding of leadership (Bryman 1992). The “transformational leader raises the aspirations of his/ her followers so that the leaders and the followers’ goals are combined in a mutual and continuing pursuit of a higher purpose” (Burns 1978, p. 20). Transformational leadership consists of four distinct components: charisma, inspiration, individualized consideration, and intellectual stimulation. The transformational leader is instrumental in creating a vision and inspiring pride, respect, and trust. Transformational leadership is instrumental in motivating the employees by idealized influence and also by providing the supports. Finally, the leader maintains a continuous challenge to followers by espousing new ideas and approaches (Bryman 1992). Besides transformational leadership, there is a greater demand for moral and ethical leadership.

## MORAL AND ETHICAL LEADERSHIP

There is a demand for moral leadership considering the decline in trust at the present time. According to Ciulla (1998, p. 25), leadership is not a person or a position, but a complex or moral relationship between people, based on trust, obligation, commitment, emotion, and a shared vision of the good. Leaders are considered to be the symbols of moral leadership, which emphasizes ethics and values. People do hold different values because of the society to which they are exposed, but leadership can influence the individuals toward a common summum bonum (Zekos 2004).

There is also a correspondence between moral and transformational leadership (Bryman 1992). Moral leadership focuses on society's deep-held values to mobilize people in pursuit of important goals. For example, Gandhi led the independence movement of India based on "Satyagraha" or the moral force. This inspired the non-violent non-cooperation movement that brought an end to British rule in India. Gandhi's leadership inspired the other moral leaders like Dr. Martin Luther King and Nelson Mandela. These three leaders fought for injustice and suppression with high moral values. Under globalization, the moral leadership can focus on the issues of income inequality, poverty, and environmental degradation. The moral leaders can galvanize the people under a cause, which emphasizes a higher goal. When the followers see a higher goal pursued by the moral leaders, it provides more incentives to rally around the leaders.

Trust in senior management is crucial to secure the smooth operation of the organization. The lack of trust has important implications for managing the workforce and in influencing employee attitudes and behavior (Pate et al. 2007). Clarke and Payne's (1997) research outlines five dimensions of trustworthy managerial behavior, as follows:

Integrity: sincerity, honesty, truthfulness.

Competence: the technical ability, knowledge, and skill to successfully perform a job.

Consistent behavior: actions those are consistent, fair and predictable.

Loyalty: intentions and motives to protect a person.

Openness: willing to share ideas and information freely and accurately.

A morale leader must reflect these values to build the trust of the people.

The leaders bear a responsibility to create an organization culture promoting trust among the people.

## ORGANIZATIONAL CULTURE AND LEADERSHIP

Organizational culture represents the environment in which employees operate. It reflects the overall values, ideas, work ethics, and processes. Leadership plays a crucial role in determining the organization culture. It is responsible for creating and sustaining the organization culture, which influences the customs and behavior within the organization. Leadership inducts the people into organization culture, which causes many of the problems associated with the organization. If we consider, for example, the deep-seated problems of discrimination, sexual harassment, low performance, we need to look at the root causes. The root causes usually lie with the organizational culture. As cited by Jaskyte (2012), some authors also point to organizational culture as an effective way of motivating and directing the solution of unstructured problems, and argue that culture, not just structure, is a critical component to the success of the organization. The culture of the organization can enhance commitment throughout the workplace as well as the ability to increase the consistency of member behavior and can be valuable by informing the members how things are done and what is important.

Hartman and Khademian (2010) concluded in the declining interest in leadership culture, and performance in scholarly literature. By contrast, Jung et al. (2009) recognize that the research in organization culture in its early stages, especially in terms of measurements and instruments. Still, organization culture is an important determinant of organizational performance. While there is no perfect and ideal instrument to explore organizational culture, several studies examine the organizational culture from an individual perspective and in terms of the value orientations in organizations (Kristof 1996; O'Reilly et al. 1991). For example, O'Reilly et al. (1991) developed the organizational culture profile (OCP), which measures the value orientations of individuals in organizations. Sarros et al. (2002) adopts OCP and analyzes employees' perceptions about the organizational values and expectations.

Organization theory hypothesizes that organizational culture plays a critical role in the development of multiple organizational ethical climates (Ferrell and Fredrich 2012, p. 12). Organizational culture includes the basic assumptions and beliefs that are shared by members of the organization (Schein 1985, p. 41). Organizational climates are part of, and distinct from, the organizational culture (Kolthoff et al. 2010, p. 11). The organizational climate has been defined as the "shared perceptions of organizational policies, practices,

and procedures, both formal and informal” (Reichers and Schneider 1990, p. 49). The ethical climate is one of major elements of organizational climate. Victor and Cullen (1988, p. 101), view that “the prevailing perceptions of typical organizational practices and procedures that have ethical content” and “those aspects of work climate that determine what constitutes ethical behavior at work.” Organizational “ethical climate is a normative construct of shared behaviors guided by policies, procedures, and systems in an organization that direct organizational member’s ethical actions and decisions” (Agarwal and Malloy 1999, p. 54). These behaviors are observable and influence organizational members in decision-making processes and the involvement in misconduct (Vardi 2001). When an organizational member is faced with an ethical issue and examines what the expectation is, ethical climate provides a basis for the perception of acceptable and ethical behavior (Fritsche 2000, p. 15). Leadership can create a culture of fairness, equality, tolerance of opposition, and impartiality. Leadership can create a climate of cooperation, friendliness, and reward of performance. Rewards based on fairness and performance can enhance the morale and productivity in the organizations.

### PUBLIC GOODS AND LEADERSHIP

Leaders in a globalized world are responsible for providing public goods that will benefit humanity. “A public good is one in which the consumption of it by an individual or any entity is not subtracted from the consumption of others. The interdependence and integration of the world economy accentuate the fact that providing and maintaining global public goods are an important foundation for a responsible global leadership” (Ali 2006, p. 2). The important question is to provide sustainable public goods. In an age of globalization, providing public goods involves social equality, political stability, and environmental sustainability. The success of the leadership will depend on the solutions to these problems.

### LEADERSHIP TRAINING

Leadership training has become crucial for dealing with the complex problems of the society. Public sector leaders remain in office for a long time after they receive their college degrees. With a fast-moving world, by the time they become senior officers, the education background becomes irrelevant to the changes of the time (Barker 1997). Therefore, it is necessary for the leaders to be knowledgeable of the current situation. Leadership

training can make them aware of the current technology and global situation. Moreover, classroom training may be inadequate to deal with the practical world. Rost (1990) questions the efficacy of present leadership training because people cannot assimilate the leadership although they can identify the abilities and characteristics of successful leadership. What kind of training the modern public leaders need? Modern public leaders must be capable of dealing with people from the diverse world. For example, the US Office of Personnel Management made efforts to change the Executive Core Qualification (ECQ) focusing on leading change, leading people and delivering service through strategic management of resources (Holmes 2012). The emergence of Executive MPA program is a positive development in terms of preparing the future public leaders.

### PARTNERSHIP, COLLABORATION, AND LEADERSHIP

In an interdependent world, it is crucial for leadership to partner and collaborate with public and private actors, both nationally and internationally. Archer and Cameron (2013, p. 38) note that we are now living in an interconnected world and they argue that the success of the organization lies in their ability to work together with organizations from different backgrounds and culture. They explained that organizations nowadays are becoming atomized. Instead of controlling everything, they now tend to focus on what they did best and outsource the parts that are not. Archer and Cameron (2013) proposed for a fruitful partnership by respecting the differences, and simultaneously by emphasizing the importance of partnerships. They proposed for partnership in different dimensions: governance, administrative, autonomy, mutuality, trust, and reciprocity.

Several researchers have proposed the establishment of co-production by the public and private sectors. Pestoff et al. (2012) defined co-productions as the combination of activities that public servants and citizens engage in in producing public services. The United Nations Commission for Europe emphasized the concept of Public–Private Partnerships (PPP) for good governance. The Commission also emphasized that there is presently a structural deficit marked by congested roads, deteriorated schools, hospitals, etc. The PPP can provide access to capital, a certainty of outcome, and reduce costs. The challenge of the PPP is to develop the institutions, procedures and the processes for delivery of the services. As a result, the PPP needs a strong public sector, which can develop stronger rules with abilities.



## CRISIS LEADERSHIP

The global leadership must be prepared to deal with crises considering the increased threats today from natural disasters and terrorism. The crisis management, prevention, and responses pose serious challenges to leadership. Akindele and Afolabi (2013) emphasizes that leadership determines success and failures in every endeavor. Boin and Hart (2003) assert that crisis and leadership are intertwined. Crises require urgent action because of its devastating effects. People expect leaders to solve the problem and to act decisively. The crises can also bring the opportunities to reform the long-standing institutional structures and long-standing policies (Keeler 1993). Burrell (2007) emphasized the training of leadership on crisis management and terrorism prevention. A crisis is defined as the serious threat to the person or the society, with a high degree of uncertainty needing immediate action. There are other examples of crises like technological failures and soft-core crises (Korac-Boisvert and Kouzmin 1994, 1995), such as product and development failure; management failure; dramatic market shifts, boycotts, and embargoes; and technology transfers and dependencies. Foster (2009) spoke of the crises of financial instability, and the global warming.

However, there are four important stages in crisis management: prevention and mitigation; preparation and planning; response and decision-making; and recovery, consolidation, and change (Comfort 1988). There are high degrees of ambiguity, uncertainty, and risk involved in crises (Nutt 1989) In the words of Korac-Kakabadse et al. (2002): “Crisis events occur whenever there is seizure of the existing mechanisms of functionality; a need for a major resource (re) distribution; and/or a constituency’s recognition (perception) of one or both of those events” (Korac-Kakabadse et al. 2002, p. 38).

During a time of crises, leadership is judged quite extensively. People look for the leadership during the time of crises to deal with the situation judiciously, build confidence, taking necessary measures to help the public. So, the leadership must be prepared to take appropriate measures to prevent and at the same time, to deal with crises effectively, if they happen. If leadership fails to take appropriate measures, leadership is criticized for far reaching consequences for the society, as it happened during Hurricane Katrina in New Orleans, Louisiana in the United States. The FEMA director was criticized for the mismanagement of the disaster and the ineffectiveness in handling the crisis.

The question of the ability of governments to discern and solve different, perhaps unique crisis situations is a topic of long-standing academic interest (Dimock 1991). The “protracted debates surrounding Allison’s (1971) analysis of the Cuban Missile “Crisis” is well-documented and ongoing (Kouzman and Jarman 2004, p. 182). In crisis situations, organizations will attempt to learn and adjust to “return to the “original” state of operations-single-loop learning-instead of learning how to prevent critical incidents precipitating crisis processes-generative or double-loop learning” (Argyris 2004). Vulnerability audits and proactive crisis management sensitivities require sophisticated reconstructive policy logics (Jarman and Kouzman 1990; Kouzman and Jarman 1989) and institutional leadership behavior rather than managerial behavior (Kouzman and Dixon 2006). There are “human-made” and “natural” disasters and “crisis events” from the human-error lens and policy-implication perspectives (Rosenthal et al. 1989). Technological, political and economic disasters can create crises.

### *Technological Disasters*

The world is dependent on technology, meaning that any failure can cripple the way of life. A simple power outage can make us helpless. Cyberterrorism can cause havoc for the lives and functioning of government. The danger of technological disaster can create a doomsday situation. How to prevent technological disaster is a major challenge faced by the leadership of the developed world.

### *Terrorist Attack*

A major crisis can also take place as a result of a terrorist attack. There is a constant threat of terrorism, which poses a serious challenge to global leadership. Since any country can be subject to terrorism, all leaders must be prepared to take every necessary measure to prevent terrorism.

### *Natural Disasters*

Crises can occur as a result of natural disasters. Although leaders cannot prevent natural disasters, their important task is to take all of the necessary measures to deal with natural disasters, making sure that the victims are

properly cared for. The important issue is to provide the victims with the basic necessities of life: shelter, food, water, etc. The failure of the government during Hurricane Katrina in the United States caused much frustration because the people were not provided with basic necessities.

A crisis situation poses the greatest challenge, and, at the same time, opportunities to probe leadership skills. Any failure can doom the leadership. However, the successful management of the crisis by the leadership can lead to widespread acclamation. Still, decision-making can be complicated by several problems.

### *Groupthink*

Groupthink prevails in crisis responses (Janis and Mann 1977; Hart 1984; Hart and Kroon 1997) and can limit the rational calculation of the choices. Groupthink can occur for a number of reasons: because of the pressure arising from the crisis, intergroup conflict, structural problems, monopolies on decision-making, or the nature of leadership. The symptoms of groupthink include illusions of invulnerability, rationalizations, stereotyping of out-groups, and illusions of unity. Groupthink can lead to poor decision making with far reaching consequences. It is important to eliminate the tendencies for group think by becoming devil's advocate challenging each decision. Other suggestions to eliminate group think are parallel decision-making, using outside experts and splitting the groups to see if they come up with different decisions. "One ongoing manifestation of groupthink within crisis management top teams, especially within public sector contexts, is the 'blindness' to, or phobia about, organizational and interagency forms of concurrency in crisis response strategies. In complex, contingent conditions, administrative coordination based upon pre-planning is obviously a difficult administrative requirement. One administrative strategy responsive to contingency is associated with "synthetic" forms of organization" (Thompson 1967, pp. 52–53). Dror (1987) outlines some functional requisites for high performance in enhancing the "central mind of government" (p. 82). These include long-range policy views; with deeper thinking, and crisis decision-making, and rapid learning processes. Leadership can take all the necessary steps to eliminate any possibility of group think that may jeopardize rational decision-making.

### *Bureaucratic Politics*

Bureaucratic politics can complicate decision-making. The bureaucratic model assumes that policies are made through the interactions of various agencies. Each bureaucracy is also influenced by its own goals and standard operating procedures. Where each bureaucracy stands depends on where it sits. Globalization has complicated the use of the bureaucratic model in understanding the crises of today because of the involvement of global actors in policy making. “The actual locus of contemporary policy advice is now a broadly based, but complex, set of influential players all seeking access to the key political actors. Never has Allison’s (1971) concept of “bureaucratic politics” been so applicable to contemporary policy making: “Where you sit is where you stand. One needs further clarity on who advises and on how, where, when, with whom, and why they advise” (Kouzman and Jarman 2004, p. 398). To understand the goals of the international actors is very complicated because they are intertwined with the socio-political and economic contexts. The bureaucracy is different in every country. It makes the tasks of coordination extremely difficult when the administrators have to deal with different bureaucracies of the world.

### *Garbage Cannery*

Decision-making is complicated by the involvement of different actors. The complexity of decision-making is explained by the garbage-can theory (Cohen et al. 1972). This theory assumes that an organization is a collection of choices, striving to find solutions to the complex problems: “The theoretical breakthrough of the garbage can model is that it disconnects problems, solutions and decision makers from each other unlike traditional decision theory. Specific decisions do not follow an orderly process from problem to solution but are outcomes of several relatively independent streams of events within the organization” (Daft 1978, p. 139). According to Daft, (1978), the four streams are: (1) problems occur both inside and outside the organizations and leaders go through the garbage for solutions; (2) solutions: participants may be attracted to special solutions; (3) Choice opportunities for making the decisions; (4) participants may have favorite solutions. In a globalized world, public leaders may face problems for which there are no easy solutions based on the garbage can. They need to be very innovative in finding the solutions. Cohen et al. (1972) suggest that leaders can make a difference in the “garbage can” by carefully timing issue creation, and by being sensitive to shifting interests and involvement of participants.

### *Contracting Out*

One of the major challenges of public leaders under globalization is contract management. The public leaders are under increased pressure to save costs, even if it involves so-called contracting out or outsourcing: “One of the challenges involving ‘the deregulation era concerns the prospect of decreased safety and increased vulnerability as rent-seeking private firms contract the planning and management of former “public goods” (Scahill 2007) and even “core” functions of sovereignty” (Verkuil 2007). According to Saul (2005, pp. 67–87), “the emerging neoliberal, ideological “fantasies” saw the emergence of a “crucifixion economics” which espoused deregulation under conditions of sociopolitical “shock” (Klein 2007) as a form of libertarian freedom and with privatization being equated with entrepreneurship and innovation, rather than patronage.” Therefore, they have to decide whether or not to outsource. When they decide to outsource, the public leaders must ensure that the services are delivered by maintaining the quality. The public leaders are in a difficult position to ensure accountability on an outside agency on which they do not have any direct control. The public leaders must ensure both the efficiency and the accountability of the contracting agencies. The leaders are under pressure to justify the reason for contracting out on the basis of cost savings, and at the same time, ensure that the services are provided adequately and equitably.

This chapter analyzes the major challenges of leadership in an age of globalization. Ultimately, public leaders bear the responsibility to deliver services for the welfare of the people. Globalization, with the involvement of various formal and informal actors, complicates the situation. The leadership is under constant pressure caused by the ever-changing environment. The success of leadership is conditioned by the events outside of their jurisdiction and by the actions of the actors not under their control.

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## Ethics and Accountability and the Challenges

Although the question of ethics in public life has existed from the earliest times of human existence, it has achieved increased prominence as a result of globalization. Globalization has complicated the issues of ethics and accountability by enabling various formal and informal actors, both national and international, to intervene in the affairs of governments. It has also introduced new dimensions to public sector ethics. The chapter analyzes the issues of corruption, accountability, ethical leadership, ethical climate, privacy, organizational politics and global ethics.

The issues of ethics and accountability has existed since the origin of the government. Dubnick (2003) traces the history of ethics and accountability from the Anglican and feudalistic period. Others have traced its roots back to the time of Athenian democracy (Elster 1999). The issues of ethics and accountability have become complicated as a result of changes in the role of public administrators. Denhardt (1988, p. 60), for example, asserts that “the role for the career administrator has changed during the present century in three important ways. First, the administrator has become a policy maker; second, the public has demanded both more responsiveness and more responsibility from the administrator; and third, the bureaucracy has become professionalized.” By contrast, Thompson (1985, p. 556) remarks that “the possibility of an administrative ethics was dependent on rejection of what was termed the ethic of neutrality and the ethic of structure in favor of the ability of a public administrator to serve

as a policy maker, to be a moral agent and make judgments, and even to be an advocate.” Goss (1996) believes that the tensions between democratic rule and professional expertise and discretion have heightened the ethical dilemmas for public administration.

The spread of the Internet and communication technology has facilitated the widespread availability of global data. The annual data on corruption compiled by Transparency International and other agencies have made it possible for concerned citizens to access the status of their countries on the corruption index. The countries of the world, especially developing ones, are no longer able to hide the corruption. Although many developing countries try to ignore their status on corruption, the governments know that they are under watch by the people of the world, and may be under pressure to do something about it.

Globalization is also transforming the world economy through increasing the interrelationships with other countries through trade and finance. According to one observer, globalization is “driven by a near-universal push toward trade and capital market liberalization, increasing internationalization of corporate production and distribution strategies, and technological change that is fast eroding barriers to the international tradability of goods and services and the mobility of capital, which means a convergence of moral values and in general ethical behavior” (Zekos 2004, p. 633).

The complexity of interdependence has complicated the issue of ethics and accountability. Although a clear violation of ethics such as personal corruption can be considered unethical, many of the activities of public administrators cannot be so easily classified. In the words of Van Wart (1996, p. 526), “much more challenging and relevant to most administrators are the situations in which they must discharge a vague law, balance rival public interest groups, sort out the appropriate organizational interests from organizational ego, consider a higher but costly professional standard, and not overstate or abandon personal interests.”

Issues relating to ethics and accountability are closely linked to the idea of public administration. The measure of ethics is tested in the implementation of public policies. Administrative law and ethics are developed as a field of public administration. According to Frederickson (1997), the key pillars of ethics are transparency, good management, the prevention of misconduct, compliance, and monitoring, accountability and control. Adopting a different classification, Jordan and Gray (2011) have specified five E's of administrative orthodoxy: efficiency, economy, efficacy, expertise

and equality. Cooper (2011) speaks of the importance of the ethical principles in authorizing processes, and the procedures to the public and the colleagues. Ethical public governance includes efficiency, and effectiveness, openness, transparency, participation, and fairness. In what follows, the chapter elaborates the important ethical issues of the age of globalization. It will be interesting to assess the ethical challenges posed by globalization for public administration based on the general theories. An analysis of the most important theories will be useful to understand the deeper meanings, and expectations of ensuring ethics and accountability. The most significant theories are discussed in the sections which follow:

### UTILITARIANISM

The foundations of utilitarianism were first outlined by the English philosophers Jeremy Bentham (1748–1832) and John Stuart Mill. The philosophy advocates the greatest good for the greatest number of people. If we consider globalization in terms of the sharing of a single, fragile world, we must think in terms of the benefit to the greatest number of people in the world. However, it is difficult to ascertain the greatest benefits considering the multitude of actors both nationally and internationally. Nevertheless, in the areas of both sustainability and trade, the countries of the world are working toward utilitarianism, although it is a difficult task.

Immanuel Kant (1724–1804) proposed that people should always do what is morally right whatever the consequences. Deontologists argue that people need to make choices based on duty. Rawls (1971), by contrast, argued that utilitarianism can hurt the disadvantaged and the minorities. He proposed for the principle of equal liberty, and everyone should have an equal opportunity for jobs and offices. Based on Rawls' theory, globalization should be considered from the point of equal opportunity for all.

### COMMUNITARIANISM

The concept of communitarianism believes that people live in communities and must therefore be encouraged to act according to the common good. The major theme of communitarianism is indeed the common good and the theory therefore discourages selfish and unethical behavior. Communitarians emphasize that societies face common problems and they urge people to rise above individual, group and organizational interests.

## ALTRUISM

The advocates of altruism believe that the love of one's neighbor is the ultimate ethical standard and that the principle of helping others regardless of the cost is the major element of altruism. The values associated with altruism are compassion, hospitality, empathy, generosity, and concern for others. The major types of ethical theory egoism (exclusive self-interest), utilitarianism (the greatest good for the greatest number), and deontology (duty)—are important for decision-making (Kohlberg 1981; Victor and Cullen 1987). These theories have laid the foundation for ensuring ethics and accountability. The chapter goes on to focus on the challenges of ensuring ethics and accountability under globalization.

## GLOBALIZATION AND ACCOUNTABILITY

The advent of globalization has introduced new dimensions to the issues of ethics and accountability. The widespread use of the Internet in service delivery complicates the issues of ethics and accountability. Globalization has made the public services more transparent, which is a step towards greater accountability. At the same time, it has been challenging to public services. Public officials are under constant scrutiny because of intrusive and widespread regular and social media. Any flaw in any action of a public official creates an outcry not only within the country, but also in the wider world. For example, the instance of lead poisoning in the water system in Flint, Michigan, in 2016 has created outcry not only in the United States but across the world. Public officials are under pressure to explain the reasons for the problem and to correct the problem. People within the nation and the world expect the responsible public officials to be punished for their actions. The pressure for corrective action is stronger in developed countries than developing countries because of greater presence of the rule of law and the role played by an active intrusive media. Accountability and openness are essential for the promotion of good governance and accountability. Treisman (2000) and Bonaglia et al. (2001) emphasize that the political openness leads to a higher quality of government. Further, the availability of data on corruption based on many international organizations like Transparency International and others expose the abuse and corruption. The public officials and the government realize that despite their attempts to hide the corruption, they are exposed to the large public both home and abroad.



The involvement of both formal and informal actors in public governance has significantly changed accountability relationships. It has resulted in an increased emphasis on horizontal accountability across the various actors. The traditional vertical accountability through a strict hierarchical bureaucracy will be irrelevant. There will be more pressures on the government to ensure accountability. Therefore, the crucial challenge will be how to ensure accountability and find the best method. The fragmentation of power and the declining role of the state make the traditional means of accountability obsolete (Tero 2007). Mulgan, for example, defined accountability as a ‘process of being called to account to some authority for one’s actions,’ or a process of ‘giving an account’ (Mulgan 2000, p. 555; Dubnick 2005, p. 6). In this sense, accountability can also be seen as answerability (Dubnick 2005, pp. 410–411). There are various aspects of accountability.

### POLITICAL ACCOUNTABILITY

Political accountability involves popular control over the activities of the government. As a concept, political accountability is closely tied to both democracy and legitimacy (Mulgan 2003, pp. 6–7; Skogstad 2003, pp. 956–957). It represents being answerable to the public in matters relating to the delivery of services. Political accountability is ensured through the frequent popular election. However, if the election is not free and fair, it will be difficult to ensure political accountability. People must have the rights and opportunities to remove those officials who are incompetent and corrupt.

### BUREAUCRATIC ACCOUNTABILITY

Bureaucratic accountability involves administrative control: “Separating administration from politics weakens the link of accountability between elected and non-elected bodies, which inevitably creates pressures for inventing other mechanisms of administrative accountability” (Peters 1989, pp. 253–254). Romzek and Dubnick emphasized control through hierarchy (1987, p. 228). The rules and procedures can also help to ensure bureaucratic accountability. The presence of hierarchy, rules, and procedures can also lead to other problems. For example, excessive hierarchy can cause a centralization of power; and rules and procedures can create excessive regulations and red tape. Other means to ensure bureaucratic

accountability is by the creation of other agencies to oversee the tasks of an agency. However, it can increase the size of the government.

### PERSONAL ACCOUNTABILITY

Personal accountability represents self-control on the part of an individual. It refers to “personal accountability” (Sinclair 1995, p. 230), meaning personal values and ethics as guidelines for acting in the public interest (Peters 1989, p. 274; Mulgan 2000, p. 562). It is difficult to ensure personal accountability because there is no mechanism to control. Personal accountability relies on an individual’s morals and ethics, which are influenced by many different factors, perhaps most importantly the socialization process.

### PROFESSIONAL ACCOUNTABILITY

Professional accountability involves adherence to professional norms and expertise in dealing with governmental tasks. Each agency can abide by the professional ethics laid down by the appropriate agency. To secure a broader understanding of ethics and accountability, public servants can comply with the guidelines set by the American Society of Public Administration discussed later in the chapter. As a result of the increasing complexity of the modern world, more administrators are relying on professional expertise and control.

Public accountability is complicated because of not only its various types, but also the involvement of various actors in a globalized world. Forrer et al. (2010) speak in terms of the long-term relationships between the public and the private sectors and also the sharing of the risks. Public managers report “not only to a multitude of elected officials, but also to a plethora of interest groups, clientele, media, and other actors” (Posner 2002, p. 524). As a result, there are three types of controls that have evolved to ensure public accountability: accountability to other governmental bodies; hierarchical accountability; and accountability to impersonal standards (Forrer et al. 2010). The result is that “public agencies are asked to conform simultaneously to several legitimate but often competing accountability expectations” (Dicke and Ott 1999, p. 511).

Van Belle and Mayhew (2016) identified four different paradigms of accountability: the institutionalist, the rights-based, the individual choice and the collective action paradigm. According to their analysis,

institutionalists advocate for formal procedures and instruments to comply with accountability, focusing on the areas of hierarchy and structures. By contrast, the rights-based paradigm promotes accountability based on individual human rights or entitlements. It is based on the premise that individuals delegate power to government, which is responsible for ensuring rights and entitlements. The third type, the individual choice paradigm, considers accountability from the point of clientele perspectives. If the government is able to fulfill the obligations, individuals can withdraw from the service. Finally, the collective action accountability paradigm is established through the interaction of different actors. There is, therefore, a multiple level of accountability, which makes it difficult to implement. The new nature of the problems in a globalized world further complicates the issues of ethics and accountability.

### ETHICS FOR GOOD GOVERNANCE

The increasing influence of international financial institutions is one of the major aspects of globalization. Financial institutions such as the World Bank and the International Monetary Fund (IMF) play a major role in the economic development of developing countries. However, the financial institutions are concerned that despite the significant aid to the developing countries, many of the recipient countries are not achieving expected level of economic development because of corruption.

International organizations such as the World Bank and the United Nations have been pressing for good governance for ending corruption and ineffectiveness. “A core principle of good governance is for a local civil service that provides public services for citizens in an ethical environment that is free from corruption” (Kolthoff et al. 2010, p. 597). One of the major concerns for both academics and politicians is the issue of corruption. The discussion of corruption is a prominent part of the opposition’s critique of government. Corruption is responsible for an increasing in the level of citizens’ mistrust of their governments. Trust in government has been declining not only in developing countries, but also across the developed world.

Faced by budget deficits and a scarcity of resources, governments around the world are under increasing pressure to improve governance. The World Bank has developed Worldwide Governance Indicators (WGI) to measure good governance. On the other hand, there are researchers who insist on the quality of government. Regardless of controversy over

the terms being used, the advocates of good governance and the quality of government assert that public service ethics is a crucial element of governance. Without ethics, the search for good governance is fruitless. Without ethics, government resources will be mismanaged; and in an extreme situation will cause serious devastation and the failure of the states. The term public ethics includes the values and norms and the moral standards or principles that guide the public services. Ethics are defined as the code of conduct.

### GLOBALIZATION AND CORRUPTION

Globalization has opened up, on the one hand, opportunities to ensure accountability, and, on the other, opportunities for corruption. It provides opportunities for multinational corporations to locate their businesses outside their national borders, especially in the developing countries, which do not have strict enforcement of laws regulating business, labor and the environment. Furthermore, many developing countries characterized by a high level of corruption allow multinational corporations to bypass laws through the payments of bribes or tax sweeteners. Therefore, one of the major challenges for developed countries is how to enforce laws on the companies, which are located beyond their borders. The challenge for developing countries, by contrast, is to enforce laws without discouraging investment in their countries. There is thus a “race to the bottom” among the developing countries in terms of the enforcement of business, labor, and environmental regulations since stricter laws can deter potential investors. Therefore, developing countries must balance economic interest and the protection of labor and environmental interests. Although labor and environmental degradation can lead to long-term problems for nations, governments in developing countries especially feel the urgency to solve the economic problems of unemployment and poverty.

Within this context, the challenge for public administration is to establish ethics and accountability, which would promote good governance and quality of government. Corruption in the government can have far-reaching consequences that affect the whole population. Corruption, on the part of either an individual or an organization, can have a damaging impact on the people affected. Corruption by the government, however, can have devastating effects on everybody in the country. In a globalized world, corruption by a government can have an effect that is limited not to a single country, but spreads across many countries.

According to Transparency International, the costs of corruption can be divided into four separate categories: political, economic, social, and environmental. Politically, corruption is a serious threat to democracy and liberties. Ethics and accountability are the most important factors of democracy and trust in effective governance and administration; they prevent opportunities for corruption and bad administration (UN 2007). Corruption can destroy the legitimacy of the government which is democratically elected. Excessive corruption can destroy the confidence and trust of the people in the government. Tomescu and Popescu (2013, p. 201) assert, “Corrupt leaders in government cannot promote the public interest or sustain the public trust. Public administration may be no more than governance of the society. The problem of ethical lapse in government is lost trust in public service leaders.”

Corruption has been identified as an impediment to the sustainability of political and administrative institutions. According to the OECD, it “hinders both public and private sector productivity. It perpetuates inequality and poverty, impacting well-being and the distribution of income and undermining opportunities to participate equally in social, economic and political life ” (OECD 2017, p. 1). Professionals must consider their responsibilities in the actual interplay of practice and knowledge advancement. Public administrators have to make a constant stream of decisions involving significant expenditure and affecting a large number of people. Public servants need ways for ethical decision making that acknowledge the enduring change (Emison 2010).

The removal of corruption is particularly important in newly democratic countries because it can increase the legitimacy of their governments. In fact, many military takeovers have taken place in Asia, Africa, and Latin America on the pretext of removing corruption. Economically, corruption diverts important resources from beneficial to worthless projects. The latter may be of benefit to the ruling classes, and actively harmful to the interests of a large number of people. Socially, corruption causes deep frustration among the public, destroying their trust in both officials and institutions. Environmentally, corruption causes weak enforcement of regulations relating to natural resources and damage to natural resources can have a devastating effect on the welfare of the countries. According to Transparency International (2015), 68 percent of the world’s countries are regarded as having problems with corruption.

## ETHICS IN CONTRACTING

Both contracting and outsourcing have become synonymous with globalization. However, they have also blurred the issues of ethics and accountability. The procedures that are followed in contracting can pose serious problems of ethics, especially in the awarding of the contract. Sometimes, a contract is awarded without competition to a company of the administrator's choice. Corruption causes inefficiencies by reducing competition and favoring insiders with information, thereby bringing about additional transactions costs (Zekos 2004). The problem of bid-rigging is quite acute in developing nations, which are often characterized by patrimonialism. Under these regimes, government contracts are used as the primary means to satisfy the donors and supporters, relatives and the family. It is crucial, therefore, for the leadership to ensure ethical conduct in contracting.

To maximize their gains, the government officials favor an inefficient level, composition, and time path of investment (Zekos 2004). Corrupt officials are likely to select an inefficient contractor, who prefers to sacrifice the value of the project (Zekos 2004). In an environment of unethical bidding, reputed companies will be passed over for the inefficient contractors who do not emphasize the quality of the projects and thereby damaging public good. According to Klitgaard (1988, p. 26), "corruption thrives when monopoly power is combined with discretion and low accountability. Incentives to bribery do not arise in a society where all economic activities are carried out in a perfect competition setting and no single agent is able to affect the price or the quantity of the commodity he/she sells or buys. Conversely, corruption is more pervasive when the state is federal, when a country's democratic basis is still young less than 20 years or when a country is less open to trade."

The higher regulations for international investment encourage potential businesses to bribe the officials of the host countries to lower competition, which helps large rents increasing the number of bribes (Asongu 2014). However, with the advocacy of New Public Management and Reinventing Government programs, there is an emphasis on improving regulations. The advocates of good governance are emphasizing regularity quality. The easing of regulations may discourage the bribes, but it can cause other problems slackening the rules on business, labor, and environment-promoting abuses.

These examples show a variety of ways in which bribes and other types of corruption are tolerated in different countries. However, it is very

difficult to control corruption across the world, especially with regard to developing countries and emerging economies. These countries depend on the investment from the developed countries for economic development, since they have large numbers of unemployed people. The governments face the enormous challenge of providing employment to the people. Foreign investment plays a crucial role in employing these people, and in its absence there may well be serious threats to political and economic stability.

### PRIVATIZATION MOVEMENT AND ETHICS

Globalization, along with the advocacy of the New Public Management program, popularized the idea of privatization as a means to reduce costs and improve efficiency. One of the key questions is whether or not privatization reduces corruption. It is possible that privatization can reduce the scope of government intervention, thereby limiting the opportunities for corruption. Manzetti (1999) claims that although privatization has reduced the potential for corruption in the public sector, it also created several other problems, including a lack of transparency. However, the policies of privatization and contracting out have also created additional opportunities for unethical and corrupt behavior. Corrupt businesses can bribe the officials to get the contract. Contracts are sometimes awarded to businesses in which government officials have an investment. Most of the time, those with political connections have secured the bid for government contracts (Nellis and Kikeri 1989). Some of the countries do not have strict laws regulating the conflict of interest. On many occasions, government officials or ministers are in charge of contracting and therefore enjoy discretion in terms of awarding the contract to their own businesses. On many other occasions, the bureaucrats may not own any business, but will instead receive bribes as a reward for awarding the contract to their favored companies. This means that the officials can make money from the process without having to make any investment in business. The awardees of the contract, in their desire to make profits, provide low-quality services further undermining the efficiency. The contracting companies feel the necessity not only to recover the money they have paid as bribes, but also to profit substantially from their investments. As a result, they resort to the use of inferior materials. There are many stories of bridge and building collapses as a result of the use of poor-quality work. Private companies can use bribes to receive government contracts. The

companies receiving the contracts try to recover the money used in contracts by supplying shoddy materials and using shortcuts.

Susan Rose-Ackerman (2002) has shown how corruption during the privatization process can undermine both efficiency and state legitimacy. Zekos (2004) claims that in many societies, economic growth includes a substantial amount of corruption. When political power is used for economic gain, it redistributes resources from the poor to the rich, and in corrupt societies government bureaucrats devote their time and energy to the pursuit of rents affecting public institutions (Shleifer and Vishny 1993). Therefore, corruption can have a devastating effect on the functioning of countries by lowering the efficiency of economic and political system.

On most occasions, there is an Iron Triangle of corrupt individuals: government officials in charge of the award of the contract; the awardees of the contract; and the bureaucrats in charge of the inspection of the contract. Each part of the triangle is interested to gain as much as payoffs to the detriment of public interest. There is a cycle of corruption in government businesses conducted by the private companies which wastes scarce public resources.

In developing countries, many transnational companies engage in corruption. The foreign business interests with their bribes increase financial incompetence by adding extra and unjustified costs to routine government functions, thereby undermining governmental legitimacy (Hazlet and Sullivan 1994). At the same time, transnational corruption can cause inefficiency in national economies of the host countries, destabilizing the political situation and creating conflicts between the public and government officials (Hazlet and Sullivan 1994).

The bribing of the officials in foreign countries is currently prohibited by the United States. In many countries of the world, however, there are no strict laws prohibiting such bribes, which are regarded simply as an additional business expense. In many countries, gifts and other favors given to government officials are considered as cultural norms. Yet in other cultures providing gifts to the potential customers can be criticized as corruption or be regarded, at the very least, as ethically suspect (Lloyd 1993).

In the United States, there were allegations of corruption by the lobbyists, who are seen as trying to influence legislators. The lobbyists used different kinds of methods: buying expensive tickets to games, buying dinner, book deal for speeches and campaign contribution. With the passage



of time, many of the methods of bribing have been eliminated, but there are concerns about the campaign contribution. The payment of campaign contributions, though legal in the United States, is ethically wrong. Transparency International raises serious ethical issues on campaign contribution in the United States. In many developing countries, campaign contributions are considered as donations for the political parties. Although they are considered as donations, most often they are imposed upon the businesses with no choices. On many occasions, party activists threaten the businessmen/women for making the donations. Although donations are supposed to be at the discretion of the donors, in many countries they are imposed.

### CORRUPTION AND THE STATUS QUO

One of the other concerns is the existence and perpetuation of the corrupt political and economic system with no possibility for change. Cragg (1988) claims that corruption leads to a status quo in the political system. There are many reasons why corruption leads to the status quo. First, corruption generates significant financial and other rewards for office holders. Second, corruption causes financial wealth for the ruling party promoting their political power and thereby enhancing their hold on the status quo. Finally, corruption undermines the rule of law and promotes the interests of those who are in power. The ruling clique can manipulate the law to their advantage. Corruption can cause distorted economic priorities and the diversion of resources from public projects and activities to private bank accounts (Cragg 1988). Globalization has helped corrupt officials to transfer money easily from their countries to western countries, and especially to Swiss banks. Further, corrupt money is protected from public scrutiny because of the privacy regulations. Based on a 1994 report from Switzerland in excess of \$20 billion came from African leaders. In 1994, the vice-president of Ecuador estimated that as much as one-third of Third World debt might be a consequence of corruption.

### CORRUPTION AND VIOLENCE

It is difficult to deal with the problem of crime and violence without controlling corruption. Violence thrives when the criminals go unpunished because of the weak enforcement of laws. The criminals can bribe the law enforcement officials in order to evade punishment. As a result, violence

and corruption are interrelated, acting in concert with one another. In May 2016, the civil society organizations in Mexico collected more than 630,000 signatures and proposed an initiative called d “3 de 3”—or “3 out of 3”—which would require government officials to reveal their assets and potential conflicts of interest, and to provide the documentation on the payment of their taxes. Corruption is so woven into daily life in Mexico that it has been enshrined in a common saying: “El que no transa, no avanza”—“He who doesn’t cheat doesn’t get ahead” (Semple 2016). The “worst problems and challenges faced by Mexico are directly caused or aggravated by corruption,” according to Juan E. Pardinás, the managing director of the Mexican Institute for Competitiveness, a research group that has helped to lead the citizens’ push for the initiative (Semple 2016). The social scientists suggested changing the strategies from controlling drug trafficking to combating corruption. In a country characterized by a weak rule of law, criminals realize that they can get away with any crime committed by them by paying bribes. As a result, the challenge of public governance is to establish the rule of law to punish the criminals. Nevertheless, all public agencies are under pressure to publicize the steps taken to control corruption. The pressure is more intense in the developing world than it is in developed countries. Public administrators in the developed world realize that they have to suffer serious consequences in the case of corruption and other ethical violations. Unfortunately, in many developing countries, as a result of the weak rule of law and the lack of an independent judiciary, the public administrators may not suffer the consequences. Efforts to enforce ethical principles may be unsuccessful in an environment of a weakening rule of law and a weak judicial system. Developing countries need an improvement on the enforcement of law, and strengthening of the judiciary before the implementation of ethical principles.

### MORAL/ETHICAL LEADERSHIP

With the rise of complex problems and increased scrutiny as a result of the openness, there is a greater demand for moral leadership in the world. Moral leadership demands solutions to the severe and complex problems faced by the world: hunger, poverty, terrorism, drug and human trafficking, income inequality, health care, discrimination, and environmental degradation. Globalization has led to an understanding of the common problems that people in the world face. There is a realization of the global

problems, which requires cooperation among the people of the world. These are complex problems. However, people have an expectation that their country's leadership can take steps to eradicate problems or take steps towards the removal of the problems.

The Internet has exposed the corruptions of world leaders, diminishing people's trust in countries' institutions. Accordingly, people demand moral and ethical leadership, which will help to reestablish this trust. People demand that leadership should display the highest level of ethics in its administration to convince them that no resource is being wasted on unethical purposes. Public leaders are expected to conduct their businesses in an ethical manner because any improper use or misuse of ethical principles can have a devastating effect on the country. A public leader's decision can affect many individuals with devastating results. Hanbury et al. (2004) emphasize that public leaders are encouraged to take the same type of risks as private entrepreneurship, and also to take ethical oaths. Safty (2003) mentioned that leadership is not limited to the corporate chiefs, army commanders, or politicians, and that it has become an increasing concern for the public. In fact, the general public was instrumental in bringing about the revolution in Eastern and Central Europe and overthrowing the autocratic regimes in that region. Similarly, global civil society played an active role in the prosecution of former dictators such as Pinochet, Suharto, and Milosevic (Safty 2003). It also played a vital role in organizing the Rio Earth Summit in 1992. Safty (2003) emphasized morality as a crucial element of leadership rather than power or authority. He cited the examples of Lincoln's commitment to democracy for all the people, Wilson's self-determination for former colonies, Atatürk's nation building, Gandhi's moral authority, and Nelson Mandela's struggle for freedom and equality (Safty 2003). Public leadership requires vision and commitment for global justice, equality, and sustainability. Unfortunately, the multinational corporations do not have any clear sense of responsibility to the societies, cultures, and individuals they encounter in the course of their international ventures (Cragg 1988). Cragg (1988) claims that globalization has undermined the willingness and the capacity of national governments to undertake the traditional responsibilities of coordinating economic and social development. Therefore, globalization must be considered from the point of an improvement in the quality of life for the people (Cragg 1988). The critical consideration of globalization is the welfare of the people and moral leadership involves honesty in performing the tasks assigned to the position. The chief criterion of moral leadership

is the welfare of the general public rather than benefiting personally from their position of power.

Moral leadership focuses on the important values of public administration. Moore (2013) identified a three-dimensional tool, which he labels the “Public Value Scorecard.” This consists of three discrete elements: (1) a “Public Value Account” which implies a balance sheet, the costs (in terms of finances, negative outcomes, and the inherently harmful use of state authority) and the gains (desired social outcomes, justice, and fairness); (2) an identification of the organization and its goals (mission, formal authority, interest groups, media, and the like); and (3) an assessment of the capacity of the organization (flow of resources, human resources, and so on). Thus, the important task of the moral/ethical leadership is take positive actions to deal with complex problems for the benefit of the society.

### CHALLENGES OF MAINTAINING PRIVACY

The rise of social and global media has also complicated the issue of privacy. Public officials are obliged to preserve the privacy of the individuals. On the other hand, government officials are required to have access to private information of individuals for the prevention of crimes and terrorism. However, governments must be careful not to exceed the power while seeking out private information of the individuals. The recent conflict between the FBI and Apple to unlock the computer owned by one of the terrorists in San Bernardino, California shooting in 2016 represents the classic dilemma between issues of privacy and law enforcement. Globalization has complicated the issue of terrorism by making available important information. The serious challenge is to decide what can be available in the Internet. On the other side, the dilemma is to what extent the government should be allowed to collect private information, which is crucial in the prevention of crimes and terrorism. The classic dilemma of the protection of privacy and providing security is a major problem faced by the government. The monitoring of private information poses a serious ethical problem. Many criminals and terrorists can take advantage of the protection of privacy rights to carry on their ill motives. Law enforcement officials constantly face the challenges of enforcement and, simultaneously, protection of the privacy rights of the individuals. In many of the countries of the world, privacy rights are not the primary issues when the security of the nation is crucial. In a globalized world, public administrators are faced

with different types of laws guiding privacy rights. Further, each nation has to respect the privacy rights of other nations. Without the protection of rights to privacy, it is possible for a country to turn into a police state.

Currently, the protection of private information faces serious problems from hackers. The widespread use of technology has allowed the hackers to attack both government agencies and private companies for sensitive information relating to government employees and private individuals. The attacks by hackers have become a security threat to both individuals and the government. Therefore, the government is obligated to protect sensitive private information. In the age of the Internet, individuals are recognized by their identity number rather than personal identification. Any loss of identity poses a serious threat to the protection of life, liberty, and the protection of property. Hence, the government must protect the individuals from the attacks on their private information. The alleged involvement of the Russian hackers in the US Presidential Election of 2016 is a case of serious violation. The fabric of democracy is dependent on the fairness and reliability of the election. Therefore, if the hackers could manipulate the election in western countries, they can destabilize the very foundation of democracy.

### ORGANIZATIONAL POLITICS AND ETHICS

Globalization has multiplied the number of participants in public administration because of the involvement of formal and informal actors both at home and abroad. The involvement of different organizations and individuals can cause complicated organization politics. Organizational politics (OP) can raise the issue of ethical concerns. In recent decades, OP, as perceived by employees and managers, has become a field of considerable interest in business administration, management, and applied psychology. Studies have emphasized that the ways employees perceive their workplace in terms of political climate, power struggles, influence tactics, and ethical decisions are crucial in many respects (Menzel 2009). The organizations that are perceived as more political in nature are also considered less fair and less ethical (Ferris and Kacmar 1992; Kacmar and Ferris 1991). Organizational politics can lead to a diminution in employee performance, and higher levels of stress and strain (Harris and Kacmar 2005). OP also causes lower levels of job satisfaction, reduced commitment to the organization, the delivery of low-quality services, increased turnover intentions, and higher rates of actual turnover (Ferris et al. 1996; Folger et al. 1992;

Vigoda-Gadot 2007). The ethical issues have become highly significant in determining citizens' views of governments and administration (Esman 1997; Goldoff 1996). Citizens' satisfaction is also correlated with trust in governance (Van Ryzin et al. 2004). When people perceive the government not caring about them, they become cynical about the politicians and the civil servants. The people show their frustration with the government and become hostile. The attacks on law enforcement officials in the United States is an indication of the frustration of the people.

The negative perception of fairness diminishes belief in the value of citizens' involvement or political efficacy, thereby having a negative effect on citizens' willingness to participate in politics and discouraging them from becoming more involved in communal activities (Neimi et al. 1991). Other studies have demonstrated a positive relationship between trust in government and the public's level of satisfaction with the services they receive from the government (Van de Walle and Bouckaert 2003; Van Ryzin et al. 2004; Welch 2005). Trust and satisfaction are influenced by peoples' perceptions of the level of ethics, morality, and the proper handling of decision-making processes in public administration (Berman and West 1994; Gawthorp 1998).

Globalization has made people increasingly aware of the internal conditions of countries around the world. Many multinational companies invest in developing countries to take advantage of cheap labor. However, if people are aware of the unethical conditions prevailing in host countries, the concerned public from the developed world are likely to oppose any investment in these developing countries. For example, the civil society and concerned members of the western public have opposed much investment in China for its alleged child labor and sweatshop conditions. Similarly, concerned citizens opposed the US investment in South Africa during the period of white minority rule, when the regime enacted the policy of apartheid. The challenge for public administration is to minimize both intra-organizational and inter-organizational politics. Transparency and openness about the rules and procedures can minimize organizational politics by exposing any violations.

### ETHICAL DECISION-MAKING

The question of ethics is more pronounced in the area of decision-making affecting the public. Public administrators have to make decisions that will affect the country's entire population. Administrators are judged by the

decisions they make. There are differences in terms of the emphasis on decision-making. Rohr (1978) emphasized law and legal tradition in decision-making. By contrast, Frederickson (1997) placed a priority on social equity. Dobel (1990) identified personal responsibility and prudence as the keys to ethical decision-making, whereas Cooper (1990) identified the importance of individual attributes, organization structure, organization culture, and societal expectations in any decision-making. Warwick (1981) emphasized public interest, constituency interest, bureaucratic and personal interest. Public administrators need to focus on public services as the prime ethical concern in decision-making. Based on utilitarian perspectives, any decision should be considered from maximum benefits to the great number of people. Public governance is not about making profits and as such providing public service to the great number of people is the crucial issue on any decision-making.

### CHALLENGES OF DISCRIMINATION AND PREJUDICE

With globalization and the involvement of a diverse population in an interdependent world, leaders are responsible for creating a climate of zero tolerance for discrimination and prejudice based on race, ethnicity, skin color, national origin, religion, physical handicap, gender, and sexual orientation. Leaders play a vital role in creating an environment of toleration of people of different background. Ultimately, leaders are responsible for the behavior of all individuals working for the organizations. Although the leaders cannot control everything what other people do or say in and out of the workplace, they have a responsibility to prevent discrimination. If the leaders knowingly tolerate prejudice and discriminatory behavior, they bear the responsibility and will suffer the consequences of such conduct.

### ETHICAL CLIMATE

Considering the problems of ethics and accountability, the governments grapple with the question of creating an ethical climate in the government. Treviño et al. (1999, pp. 132–133) stated, “effective ethics and compliance management should be associated with less unethical and illegal behavior.” Unethical behavior can ruin the organizations and the government. Several authors have proposed socializing employees into proper ethical behavior through the introduction of an appropriate organizational

climate (Cooper 2011; Victor and Cullen 1987). Ethical behavior “encourages employees to follow rules and regulations, show professionalism and do not accept any undue pressure from political elites or other pressure groups. This ethical behavior encourages the employee to perform their tasks for the betterment of citizens, their environment, their organization and overall for the future generations” (Sami et al. 2016, p. 256).

Victor and Cullen (1987) developed an instrument—the Ethical Climate Questionnaire (ECQ) to measure ethical climate. Victor and Cullen found five dimensions of ethical climate: “caring,” “rules,” “law and code,” “independence,” and “instrumental.” Employees in a “law and code” ethical climate adhere strictly to the codes and regulations of their profession or government. In a “rules” ethical climate, workers strictly follow the rules and mandates of their organization (or subunits). A “caring” climate is characterized by workers who are sincerely interested in the well-being of each other and other groups. In an “independence” climate, workers are expected to be strongly guided by their personal moral beliefs. In an “instrumental” ethical climate, organizational members look out for their own self-interest, first and foremost. Drawing on Kohlberg’s (1981) theory of moral development, Victor and Cullen (1988) developed nine possible ethical climates that were based on two dimensions of moral reasoning: the locus of analysis and ethical criteria or standards: “The locus of analysis refers to the roots of the employee’s self-determined ethical beliefs (individual), the organization’s standards and policies (local), or bodies external to the individual and organization, such as a professional association” (Victor and Cullen 1988, pp. 104–6).

In 2016, the revelation of unethical behavior in the so-called “Panama Papers” by Wikileaks brings to the fore issues of ethics and accountability. Leadership is under pressure to create and sustain an ethical climate not only for the organization, but also at large for the country, and the world. The notion of an ethical climate represents what members believe to be right and wrong, and influences their ethical decision-making and behavior. Victor and Cullen (1987) have developed five different types of ethical climate. First, ethical egotists make decisions based on selfish interests of the individuals or the immediate group or the organization. Second, the caring climate represents not the selfish interests but the community at large. Third, the law and order climate represents the emphasis on the respect for the law and order and the professional code of conduct. Fourth, in rule culture, people are governed by the policies, rules, and procedures



developed in the organization. Finally, an independence climate refers to the freedom of the individuals to pursue their own goals. Leadership is pivotal in creating an ethical climate. According to Moore (1995), the important task of public managers is to create public value. Mendel and Brudney (2014) assert that humanity at its best is in the business of creating public value. Sami et al. (2016) conclude that an organization's ethical culture is an important factor in creating public value among employees. The "public values" provide a normative agreement about: (1) the benefits and human rights which should be (or should not be) permitted to the citizens; (2) the responsibilities of citizens towards society, the state and others and; (3) the codes on which governments and policies should be based (Bozeman 2007). Stoker (2006) highlights the cooperation between the public and private sectors in the creation of public values. According to Morse (2010), public value can be created by the leadership of an organization in a number of ways: by solving the problems; by improving competence and improving public service; or by responding to public service. Thompson and Rizova (2015) claimed that public value is created by the government through managing risks and promoting stability. In the following, this chapter explores some of the ways to implement an ethical climate. The elements of fairness, justice, and integrity are interrelated, and it is difficult to implement any one without the others. According to Romzek (2015, p. 27) "accountability is based on fairness, integrity, doing what is right, and regard for others. Because it is fundamental to how people and organizations operate." In the following sections, the chapter focuses on the concepts of fairness, justice, and integrity.

## FAIRNESS

One of the major elements of ethics and accountability is fairness, meaning that people are treated equally in terms of government services. So, public administrators are responsible for maintaining fairness in terms of treating people, in distributing the benefits and administering justice. Leadership is responsible for creating an environment of fairness among the employees, the beneficiaries, and other stakeholders. Fairness involves treating all people equally under established rules and procedures. The issue of fairness is also important in the awarding of benefits and services to the public. Any perception of unfairness has a debilitating effect on the public, and leads to a diminution of trust. The people will be reluctant to participate in any

decision-making policy under an environment which lacks fairness. The participation of the different actors is crucial in an interdependent world.

Tyler et al. (2008) have identified two types of fairness: outcome fairness and procedural fairness. Within this classification, the outcome fairness refers to the results of the program. By contrast, procedural fairness deals with the processes that lead to outcomes. The processes must include whether or not people are given an opportunity to present their views; whether procedures are neutral, transparent, and fact-based; and whether rules and policies are consistently applied across people and over time. People will comply with processes if they view the leadership as legitimate and the administrative practices as fair. Tyler et al. (2008) emphasized the importance of interpersonal treatment and the quality of decision making.

In many organizations, in both developed and developing countries, there is a greater tendency to reward cronies rather than the best performers. In such circumstances, the organizational rewards are based on neither merit nor productivity. When performance goes unrewarded, some people engage in cronyism to achieve their organizational rewards. It is counterproductive to the performance ethics, thereby diminishing public morale. When performance goes unrewarded, people can engage in organizational politics, which is also counterproductive, as discussed above.

## JUSTICE

Justice and fairness are interrelated concepts. Justice is conceived here in the sense of the denial of service or benefit. People expect justice when they are denied a service or benefit. Denial of justice is interpreted as favoritism based on different personal factors. Leadership needs to provide opportunities for justice. A perception of injustice can have a devastating effect on the morale of the public. When people consider leaders to be unjust, they will not seek justice, but will resort to violence and conflict to end unjust treatment, with disastrous results. Justice must also be reflected in compensation. There is, for example, an uproar among the public when private sector bosses received millions of dollars in compensation, and at the same time, many employees are laid off. This is an example of gross injustice. Recently, there has been criticism against the Transportation Security Administration of the United States because it provided bonuses to the administrator despite the fact that the travelers had to wait for many hours while checking in for flights and many in fact missed their flights.

The outcry against global income inequality in the world has raised the issue of injustice. Of course, it is not entirely the responsibility of the public service leaders to minimize the inequality because there are several factors beyond their control. Nevertheless, public leaders have a responsibility to ensure justifiable pay and reduce inequity between the workers. This book elaborates on the issue of compensation in [Chap. 3](#) on the challenges of human resources management.

## INTEGRITY

Leaders need to display a high level of integrity to secure the compliance of the people. Integrity “is ethical soundness, wholeness, and consistency” (Johnson 2011, p. 328). The lack of integrity can do irreparable damage to the leadership. A leader with integrity holds onto principles despite the unpopularity of the decisions and the personal financial costs involved in decision-making. A person of integrity displays a high degree of fairness and justice. A person’s integrity is evaluated by treating people or clients fairly and in ensuring justice in case of disputes. The difficult question is how to implement an ethical climate. Some organizations developed a code of ethics to ensure an ethical climate.

## A CODE OF ETHICS

The leaders can create an ethical climate through the establishment of a code of ethics. Leaders can socialize the subordinates into the code of ethics that can then be implanted in organizational culture. The code of ethics must be enforced to ensure credibility without any bias and favoritism. As a result of globalization, there is a new demand for global ethics. There is now the emergence of a call for global ethics.

## GLOBAL ETHICS

Global ethics can eliminate differences between countries with regard to acceptable behavior. Global ethics implies an agreement on the rules of conduct for the purpose of justice, respect for human rights, and improving the overall performance of countries in their relationship with other countries. The former Secretary General of the United Nations, Kofi Annan (2003), concluded that corruption is prevalent in all countries of the world, but that its effects are more severe in developing countries and

that, therefore, the combating of corruption is less successful in these places: “Corruption hurts the poor disproportionately by diverting funds intended for development, undermining a government’s ability to provide basic services, feeding inequality, and injustice, and discouraging foreign aid and investment” (Annan 2003). Corruption perpetuates underdevelopment and is a major obstacle to economic development. International ethics “involves the assessment of rules, process, and institutions of global society in light of relevant moral mores” (Amstutz 2008, p. 9). The challenges of moral leadership exist in every society.

Wei (2000) concludes that improving the quality of the institutions and the steps to control corruption depend on the resources used. The countries can benefit significantly with the control of corruption. However, in a globalized world, the issue of corruption cannot be solved without the cooperative actions across nations. “Globalization brings forward the immense need for common ethical norms. A norm has to be established as legitimate before it may become binding for members of the norm-generating community” (Zekos 2004, p. 631). Each nation can contribute to the control of corruption. When decisions are made through the actions of various individuals both within the nation and outside its boundaries, attempts to control corruption must involve all actors. Nations of the world can develop a code of ethics in all dealings. The countries that do not follow the code of ethics, can be isolated, and barred from any foreign direct investment. As a result, the establishment of global ethics is a step in the right direction. However, the challenge now is how to implement these global ethics. Any enforcement of global ethics must require a regulatory agency accepted uniformly by the nations of the world. The implementation of the global ethics can be complicated by the different conceptions of ethics held in different nations.

Burke (1985) outlines three trends in ethics. First, the transformational leaders envision action emphasizing ethical values. Second, the international professional organizations-governmental and non-governmental organizations have a set of ethical principles and third, “UNethics” as a practice has a strong, persistent voice in the world’s communication channels. The professional organizations are emphasizing ethics, for example, the International Personnel Management Association (IPMA), the International City/County Management Association (ICMA), the International Chambers of Commerce (ICC), and the Organization for Economic Cooperation and Development (OECD) have established ethical principles which they encourage members to practice. The application

of ethics can be handicapped, however, by the lack of proper training and education. For example, “many city and county managers do not receive education and training in ICMA. It will take a collective approach to ensure that matters of ethics remain a priority. Creating awareness about the core values and concerns of the profession are laudable pursuits for professional organizations, researchers, and others who care about the quality of public service” (Benavides and Dicke 2016, p. 34).

There are three kinds of international approaches to promote ethical governance. The first approach focuses on the control of corruption by improving transparency and openness. It requires an active media and other avenues for the public to scrutinize the operations and the dealings of the government. The second approach focuses on promoting integrity through education, training, and public activism. The education and training curriculum should reflect the ethical principles. The third approach focuses on institution building in combating corruption, but the institutions must have independent power to implement ethics and accountability.

An independent audit can help in the process of establishing ethics. An outside agency can carry on audit of the financial accounting. “The undercurrents and volatility of today’s economic environment demand public–private sector entities alike position themselves to act nimbly and confidently. The obligation to properly address those risks virtually mandates a robust, well-financed and independent internal audit function within the public and private” (Wszelaki and Pelletier 2016, p. 26).

Some developing countries have established the institutions to combat corruption without giving any independent power. Such institutions are created as window dressing to fool potential donors and other international financial institutions. The institutions to combat corruption do not have real power and most often are controlled by the government. The government uses these institutions to punish the members of the opposition parties or to eyewash the media, which is also controlled by the government. The institutions to combat corruption need to have real power without the fear of any backlash from the government. Therefore, the crucial challenge is to create the institutions with an independent power to punish anybody engaging in corruption.

A number of international and non-profit organizations such as Transparency International (TI), the Ethics Resource Center, and the Center for Public Integrity, Tiri, and, most recently, Global Integrity are pushing for Global Ethics. Supranational bodies have also been active

players—including the Organization for Economic Co-operation and Development (OECD), United Nations, World Bank, and International Monetary Fund. A number of professional organizations, including the International City-County Management Association, the American Society of Public Administration (ASPA) came up with eight guidelines to establish a code of ethics. ASPA has recently emphasized the following values:

1. **Advance the Public Interest:** Promote the interests of the public and put service to the public above anything.
2. **Uphold the Constitution and the Law:** Obey and respect the constitutions and laws, and put efforts to improve the laws and policies to promote the public good.
3. **Promote Democratic Participation:** Encourage public participation in all decision-makings. Promote transparency and openness in all government dealings.
4. **Strengthen Social Equity:** emphasize the values of equity and inclusiveness. Promote the values of justice and fairness.
5. **Fully Inform and Advise:** Provide full and accurate information to all the people involved in an organization.
6. **Demonstrate Personal Integrity:** Demonstrate a high level of integrity to ensure trust and confidence of the people on the government.
7. **Promote Ethical Organizations:** Promote the organizations with a high standard of ethics and accountability.
8. **Advance Professional Excellence:** Strengthen personal capabilities to act competently.

Monfardini (2010, p. 646) asserts that “improvement of accountability through wider disclosure seems to be the easiest solution available since it meets the needs of only passive recipients of information. In this context, the quantity of disclosed information could increase enormously by using a new reporting document; however, quality is at risk due to the political advantages coming from information distortion or selection.” However, attempts by governments, especially in developing countries, can pose a serious impediment to ensuring accountability.

In the following section, the chapter offers an empirical exploration of whether globalization leads to ethics and accountability. Asongu (2014) concludes that globalization is a powerful tool in fighting corruption in

middle- and high-income countries; in low-income level countries, however, there is no effect on corruption because of the emphasis on economic globalization. To measure ethics and accountability, the chapter uses the level of corruption. The data are collected from Transparency International's data on corruption in 2016.

### DEPENDENT VARIABLE

The Corruption Perception Index is based on data from Transparency International's scores in 2016. These scores vary from 1 to 100, with the higher scores representing lower levels of corruption. The lower-ranked countries are characterized by untrustworthiness and badly functioning public institutions like police and the judiciary (Transparency International 2016).

### INDEPENDENT VARIABLES

The extent of globalization is measured by KOF Scores in 2016. KOF calculates globalization based on three dimensions: economic, political, and social. Economic globalization is measured by the flow of goods, capital and services; political globalization is measured by a diffusion of government policies; and social globalization is measured by the spread of ideas and culture (KOF 2016).

**Table 5.1** Regression analysis of corruption perception index and globalization (Dependent = Corruption)

<i>Variables</i>	<i>Unstandardized regression coefficients</i>	<i>Standard error</i>	<i>Standardized coefficients</i>	<i>Significance</i>
Constant	-11.742	8.628		0.177
Economic globalization	0.573	0.113	0.432	0.000**
Social globalization	-0.003	0.005	-0.056	0.512
Political globalization	0.267	0.083	0.274	0.002**

R Square = 0.27

Adjusted R Square = 0.25

\*\*Significant at 0.01 Level

Table 5.1 shows a regression analysis of globalization on the Corruption Perception Index (CPI). It shows that the two strongest variables predicting the high CPI are economic and political globalization. Both economic and political globalization are statistically significant at the 0.01 level. This implies that those countries which have liberalized, both politically and economically, enjoy a higher degree of ethics and accountability. Conversely, those countries that lag behind in political and economic liberalization have higher levels of corruption. However, the measure of R square is only 0.27, meaning that several variables are responsible for the CPI. Corruption is a broad term and is caused by several variables. Nevertheless, it can be concluded that both economic and political liberalization do help in the control of corruption.

Table 5.2 shows the importance of e-governance on CPI. It shows that the only statistically significant variable explaining the CPI is e-governance. This finding confirms that e-governance leads to a highly ethical government. It signifies the importance of transparency and openness in government operations in making the ethical government, and in controlling corruption.

Based on an analysis of the data, political and economic liberalization can benefit in terms of the process of controlling corruption. When there is an increased level of foreign trade and interactions with different countries, there is pressure to control corruption and ensure ethics and accountability. At the same time, when countries liberalize politically, this helps in

**Table 5.2** Regression analysis of CPI with globalization and e-governance (Dependent = Corruption)

<i>Variables</i>	<i>Unstandardized regression coefficients</i>	<i>Standard error</i>	<i>Standardized coefficients</i>	<i>Significance</i>
Constant	4.127	8.045		0.609
Economic globalization	0.204	0.118	0.154	0.087
Social globalization	-0.003	0.004	-0.055	0.458
Political globalization	0.055	0.082	0.056	0.504
E-governance	42.409	7.480	0.552	0.000

R Square = 0.45

Adjusted R Square = 0.43



the control of corruption. The results also probe that with greater openness and by providing access to the public through e-governance, countries can control corruption. E-governance removes many of the barriers for the public to receive government service. In removing personal contact in the provision of services, which is used to receive bribes, it paves the way for the establishment of an ethical and accountable government.

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## The Challenges of E-Governance in Public Administration

In an age of increasing use of the Internet and communication technology associated with globalization, public administrators are facing the challenge of how to make the public services accessible electronically. People live in a highly interconnected world in which information can be transmitted within seconds from one side of the world to the other. The use of ICT to deliver the services is known as electronic government or electronic governance. Recent decades have witnessed the proliferation in the use of technology, which also brought about serious challenges for public administrators. Friedman (2006), in his *The World is Flat*, argues that technology has made the world both smaller and flatter by eliminating the political and geographic boundaries as a result of information flows, trade, and collaboration across nations. The proliferation of social media, for example, the Internet, cellular phones, text messages, Facebook and Twitter, has changed the relations between the government and the public. The proliferation of media has led to an emergence of virtual networks of communities, which have an influence on politics and governance (Klijn 2008). The chapter analyzes the challenges of efficiency, privacy, human connections, security, participation, capacity building, transparency, and accountability in e-governance.

E-governance has become part and parcel of modern public administration, and is increasingly dependent upon information and communication technology (ICT): “Issues of departmental self-regulation and contract

management, financial management, information management, networking, and decentralization have come about, in part, because of enhanced ICT capacities” (Korac-Kakabadse et al. 2002, p. 51; Kouzmin et al. 1999). The Internet is a global phenomenon, but the ways in which government deals with it varies according to the political, social and economic context of a country (Rose 2005a, b).

E-governance can be defined as “a new form of administrative management through the practical use of communication methods such as the Internet or other virtual spaces” or “an alternative administrative pattern that includes management, systems and policies” (Kim 2014, p. 20). E-government is defined as “utilizing the Internet and the World-Wide-Web for delivering government information and services to citizens” (UN 2002, p. 42). The term e-government itself has been traced back to 1993 (Hu et al. 2009). E-government “may also include using other information and communication technologies (ICTs) in addition to the Internet and the Web, such as “database, networking, discussion support, multimedia, automation, tracking and tracing, and personal identification technologies” (Jaeger 2003, p. 24). The rise of e-governance has become a necessity because of the advent of technology and the spread of online activities (Allen et al. 2001). Governance includes the new form of the political process of government building a horizontal network for a specific purpose to cooperate and coordinate with autonomy (Rhodes 1997). E-governance is a mechanism to deal with government failures, as indicated in various examples of inefficient bureaucracy, corruption, and administrative opportunism (Osborne and Gaebler 1992). E-governance is considered to be a mechanism to accomplish good governance by reforming governing systems (Perry 2007, p. 6).

There are conceptual differences between e-government and e-governance. E-governance includes a more fundamental sharing and reorganizing of power across all sectors, while e-government includes all the existing state processes to improve performance in services (Peristeras et al. 2002). Roy (2005) asserts that the concepts of government and governance are interrelated because government operates in an environment influenced by non-state actors. Governments are developing a collaborative and contractual relationship with non-state actors (Castells 1996). Governance covers every institution and organization from family to the state (Charag and Mufeed 2013). The government can use e-governance to improve administrative efficiency and reduce administrative corruption. Charag and Mufeed (2013) explain the three types of



interactions in e-governance: government to government; government to citizen; and government to business.

McIntyre and Murphy (2012) regard governance as a set of aligning forces to facilitate individual goals and simultaneously respect the community's shared values. Weber (2002) concludes that e-governance has not yet taken full advantage of Internet-based technologies. The use of e-governance has brought the following challenges in public administration.

### IMPROVEMENT IN EFFICIENCY

The process of globalization has intensified competition between various actors, both domestic and international. In parallel, the privatization movement has placed greater demands on the public sector to improve efficiency. One of their major challenges is how to improve the efficiency of public services through the use of ICT. There is an increasing trend toward the machine automation of routine tasks. The main features of "ICT that, in our view, are candidates for affecting governance in society are a significantly increased ability to send, receive, store and analyze data, and the ability to do so at much less cost than only a few years ago" (McIntyre and Murphy 2012, p. 616). Electronic government is one of the main banners to be used in modernizing government. E-governance refers to the use of ICT to improve the delivery of public services to a country's citizens. Bekkers (2003) mentioned the added values in terms of the following goals: increasing access to government; facilitating the quality of service delivery; promoting efficiency; supporting accountability; participation; and improving inter-organizational cooperation and relations.

Electronic service delivery has caused the modernization of traditional bureaucracies in many countries around the world. E-governance has improved government efficiency by reducing the time to deliver and process the services. This has benefited both the clients and the principals in terms of receiving and delivering services. For example, an applicant for a government service can access the form online in a minute or so; and can fill out the forms in minutes. While in an earlier period an applicant had to rely on traditional mail or physically visit the office to get an application form. Under a system of e-governance, for example, any person can access the form in seconds from any location in the world with a click of the mouse, resulting in huge time savings. So, the public administrators are

under constant pressure to improve the efficiency in providing services. The turmoil that occurred during the enrollment in the newly passed Affordable Health Care Act in the United States shows that unless a government creates a proper delivery system, massive problems may result. In this instance it created mass frustration among the public, which led to the departure of the then Secretary of Health and Human Services. The department was unprepared to deal with the numbers of people trying to enroll at the same time. So, it is the responsibility of administrators to predict the demand and prepare the technology of delivering the services accordingly. Otherwise, it will cause frustration among the public. In the age of the Internet, people have less patience, meaning that the website is not accessible within a few seconds, people will not want to wait for services. At the same time, the services must be easily accessible. Melitski and Calista (2016) mentioned that one of the major challenges is in maintaining the effectiveness of digitalized governance. Internet bureaucracy must be simplified. For example, people do not have to go through several places to access the services. People do not want to see human bureaucracy to be replaced by internet bureaucracy. So, the challenge for the government is how to make the service both efficient and accessible for the public. Leikums (2012) suggests the integration of documents to promote the inter-operability of different types of information systems for all different electronic documents Kumar Suri (2014) emphasized the necessity of flexibility of processes in improving efficiency in e-governance. He suggested re-engineering and change mechanism in the processes.

### TRANSPARENCY AND ACCOUNTABILITY

E-governance has improved both transparency and accountability in the government. All the information is wide open to the public to access for their purposes. E-governance has enabled information to be available to any interested person by providing wider publicity. E-government “is understood as the use of Information and Communication Technology (ICT) to promote more efficient and cost-effective government, facilitate more convenient government services and allow greater public access to information, and make government more accountable to citizens” (Charag and Mufeed 2013, p. 445). Public officials realize that their information can now be viewed by anybody with an internet connection. As a result, they realize the necessity of being accountable to the public. Transparency and accountability are the major elements for democratic governments

and these values can be strengthened by e-governance. OECD countries have made considerable progress in making the information accessible through e-governance in the public sector as a result of the presence of a vigilant media, and public pressure. The developing countries lag behind with regard to making the information available for the public and some even try to suppress the availability of information. The problem of transparency is further complicated by a large number of uneducated and poor people in developing countries. Internet use is a luxury when the chief concerns are food and shelter. However, the important challenge for the poorest developing countries is to make the Internet accessible to a large number of people. If the governments in the developing countries can supply computers in public places, this will improve public accessibility. However, the issue of education and computer literacy cannot be solved overnight. Still, even in poor developing countries, there are a large number of people who can access the internet. Many of the services available to people in need can be made accessible to the public, for example, passport, higher education, etc. Public administrators must ensure accountability in e-governance and it must not lead to the loss of responsibility. With proper care, e-governance can facilitate improved opportunities to ensure accountability. As a result of e-governance, people can instantly contact the government about an issue of concern. Public officials can be put under pressure to defend all the actions and decisions. An accountable and responsible government is crucial for establishing democracy. In most countries, the bureaucrats are not elected, and there is no direct way to ensure accountability. E-governance provides an opportunity for the public to ensure accountability in bureaucracy by continuous feedback. However, the governments have the responsibility to provide the means of accountability by making the e-technology to provide the feedback.

### PARTICIPATION AND E-DEMOCRACY

Participation in public policies is an essential prerequisite for democracy. There is a wider opportunity for participation by the public in government affairs as a result of the increased use of the internet and communication technology. E-governance provides the tool for people to be involved and to express their concerns. E-governance facilitates participation through online debates and plebiscites (Teicher et al. 2002). Zimmerman (1986) claims that participation by the people on the Internet will lead to e-democracy. Public administrators face the constant challenge of keeping

their agencies transparent and accessible to the public. Heeks (2001) emphasizes that the concept of e-governance from the point of democracy; and points out that it must be considered from three different viewpoints: e-administration; e-citizen and e-service; and e-society. Therefore, e-governance should be considered from the point of Internet–government, government–democracy, and democracy–communication. Calista and Melitski (2007) remark that e-governance facilitates democracy by promoting participation and transparency. The OECD (2017) emphasizes digital technologies for open, participatory and innovative government. Scholl (2013) mentioned the emergence of a new model of participation as a result of the ICT.

As a concept, “e-governance can be perceived to be contextually inclusive of electronic democracy, e-democracy, and “electronic government” (Okot-Uma 2001, p. 1). In this context, “e-democracy” involves processes and structures, including all forms of electronic communication between government and the citizen, such as information, voting, polling, or discussion enabling citizens to participate in the government’s policy-making (Gronlund 2001). More importantly, e-democracy involves “electronic engagement,” engaging the public in the policy process via the Internet and communication technologies, and “electronic consultation,” through participation of the citizens and the interest groups; and “electronic controllership,” by managing the cost, performance, and services of an organization electronically (Riley 2003).

Saxena (2005) emphasizes the role of e-governance in enhancing the role of government, advancing open expression, human dignity, and autonomy, supporting economic development, and encouraging the fair and efficient delivery of services. Dawes (2009, p. S86), for example, defines, e-governance “comprises the use of information and communication technologies (ICTs) to support public services, government administration, democratic processes, and relationships among citizens, civil society, the private sector, and the state.” Bannister and Connolly (2012, p. 11) define e-governance as the use of information and communication technologies (ICTs) in government in ways that either: (1) alter governance structures or processes in ways, which are not possible without ICT; (2) create new governance structures or processes, which are impractical without ICT; or (3) establish theoretical ideas or issues in normative governance. The first two of these relate to structural governance; the third relates to normative governance.

However, the crucial challenge is how to allow the people to participate genuinely in the policy process. D'Agostino et al. assert that "as municipal websites progress beyond the e-government function, the challenges of information technologies are accentuated. The questions of how to involve citizens, the willingness to involve citizens, as well as the role of citizens in the decision-making process are unresolved. These questions go beyond the automaton of providing services to citizens electronically" (D'Agostino et al. 2011, p. 3). E-governance has established a new type of linkage between the people and the government. There is an ever-increasing demand for information among the public, meaning that government websites have become a big library and shopping mall for the people (Clayton and Streib 2005). People who contact the government may want a personal response with face-to-face interaction. Without any personal response, people will become frustrated and would never contact the government to voice their opinion or receive a service. So, it is essential for the government to provide the e-technology to respond to the request of the individuals.

In order to encourage greater public participation, governments must take into account the opinion of the people in order to improve their services. Although the private sector has now made considerable progress in soliciting the opinion of the people to improve services, the public sector lags behind in this respect. Therefore, the public sector can create the incentives for peoples' participation for the purpose of improving the services. The Internet provides an avenue for direct democracy in public policy making and implementation. E-governance enables the government to get the feedback from the public within a very short span of time. For e-democracy to work, the governments must ensure that the feedback is genuine and secure. The decisions must reflect the opinion of the people.

While governments are making progress in terms of participation through the spread of e-voting, there are constant threats of interference by hackers from foreign countries. At present, for example, there are allegations of Russian involvement in the US presidential election of 2016. A free and fair election is a vital element of democracy, the compromising of the election system as a result of the interference of adversaries, will damage its fabric. According to Roy (2005, p. 44), "a more intriguing and potentially consequential challenge of e-democracy lies in its reliance on a digital architecture – the Internet, that itself is inherently transnational in scope. Not only is the architecture extended and rooted across a range of

jurisdictions, but so too are the range of potential threats and flaws that could dismantle the system or interfere with its reliability.” As a result, the governments have a priority in ensuring the reliability of the election by removing any threat to a free and fair election.

The prevalence of fake news by different adversaries poses a threat to democracy through its potential to influence public opinion, especially during the election period. There are several allegations of the spread of ‘fake news’ during the recent presidential elections in both the United States and France. The serious challenge for governments is how to control the spread of ‘fake news’ without jeopardizing the transparency and the rights of free media. One of the arguments to prevent the influence of ‘fake news’ is to educate the public about real news. But the general public has neither the time nor the capacity to dissect information for reliability and validity. Some developing countries make efforts to block certain news to prevent the access to information. In a democratic world, it is impossible to block information. Government efforts to put restrictions on information can lead to the abuse of power, corruption, and tyranny. In the years to come, it will be interesting to see how governments deal with the spread of fake news and its influence on public opinion.

### FLEXI-TIME/FLEXI-PLACE

E-governance has added to the convenience of the clients, and, simultaneously, it provides flexibility for the way in which administrators conduct their jobs. E-governance allows for flexible time and flexible place by allowing employees to take care of the business at any convenient time and place. It allows for greater satisfaction on the part of employees by allowing them to take care of personal and family business and then take care of employment. This new flexibility allows them to do their jobs from anywhere in the world. Accordingly, leadership needs to make sure that the employees have the access and the facilities to conduct the business. However, flexible time and place can pose challenges for the tasks that are interdependent, and needs coordination across different agencies. Government tasks are becoming increasingly complex because they are not limited to a particular agency. Indeed, many agencies have overlapping jurisdictions and there is, therefore, a high degree of interdependence. Flexible time and place may be difficult when a coordinated response is

necessary. Of course, video conferencing and other technologies can also play their part in helping with the coordinated responses that are necessary for decision-making.

### REDUCTION OF PAPERWORK

The reduction in the amount of paperwork is one of the major benefits of e-governance. E-governance is beneficial from the point of environmental sustainability because it would eliminate the use of the tons of papers. It would save the trees and other materials used for paper products. Accordingly, there are enormous benefits for the environment because of the elimination of the papers. The administrators need to make sure that all the businesses are done online even though they have to meet face to face for discussions on crucial matters. The reduction in paperwork saves time and effort. The challenge for public administrators is to improve the quality of written communication so that employees are not confused by the information. Administrators do not need to meet face to face to clarify the important issues. The required forms and information for services must be easily accessible for the reduction in paperwork. The leadership must make sure that employees have adequate training to deal with internet technology. However, public administrators face the problem of being overwhelmed by the requests from the clients for their services since clients have the opportunity to send inquiries about any issue with just a single click of a mouse. This has added to the pressures on public administrators because clients do not see the tasks the administrators have to perform. It is important that leadership should understand the pressures the subordinates have to go through for accomplishing the jobs. Therefore, the leadership needs to provide enough personnel so that they are not overwhelmed by the job requirements.

### REDUCTION OF COSTS

E-governance has caused a reduction in the costs of administration through reducing the necessity for office spaces and other facilities since employees can conduct their business from home. The organizations no longer need to maintain their huge public offices with their associated costs such as heating, lighting and business rates. It can be of immense benefit to the society at large by eliminating transportation costs. We can well imagine the benefits associated with the reduction of driving needs and consumption of energy sources. The savings of money can be used for

the benefits and welfare of the employees. The leadership can devise innovative ways to use the saved money for the welfare of the employees. “The application of e-Government technology does not only help to improve the efficiency and effectiveness of public service delivery of the public organizations, but it also helps the governments to use available resource to the best of their advantages and promotes the development of people and sustainable development of the countries” (Haque and Pathrannarakul 2013, p. 27).

The government has the responsibility to provide the computers and other technology so that employees can perform their jobs considering the saving of costs associated with the reduction of office spaces, and other related expenses. The saved money can then be reinvested to provide salaries and benefits to the employees.

## SECURITY

The difficult challenge in e-governance is to provide the security from the intrusion of hackers and cyberterrorists. The stakes are high for the breach of information in public sector because any information leaked out can have serious consequences. On March 15, 2017, the federal prosecutors in the United States charged four Russians for stealing five hundred million Yahoo accounts. According to the federal prosecutors, the Russian government used the information to spy on foreign officials, business executives, and other businesses. The stakes are higher for the developed world because most people use credit cards for their financial transactions. On May 1, 2017, the so-called WannaCry attack affected hundreds of thousands of computers by disabling the computers and demanding a ransom for the use of the computers. Its effects spread to around 150 countries and prompted the United States’ Homeland Security Adviser to ask the Trump Administration to take urgent action.

Any leak of private information can ruin individuals’ finances. As a result, some private companies are trying to experiment with more secure devices such as finger and eye matrixes. Nevertheless, hackers will try to devise other ways to steal the information. On the other hand, in developing countries, the use of credit cards is not widespread, meaning that the danger of the loss of private information is not as serious as in the developing world. Nevertheless, developing countries have to ensure the security of the banks and other institutions. The transfer of money from the Bangladesh Bank to a fraudulent institution in the Philippines highlights



the vulnerability of finances in a developing country. In addition to finances, governments face the problem of defending nations from cyber-terrorism. For example, there are thousands of attempts of daily attacks on the United States.

There is an allegation, based on the Inspector General's report on May 25, 2016, that the former Secretary of State and then Democratic presidential candidate Hillary Clinton had used an unauthorized personal e-mail account to conduct some of her official business. There was concern about the security of her account. The hackers tried to get into her e-mail. At a minimum, Secretary Clinton should have surrendered all e-mails dealing with department business before leaving government service and, because she did not do so, she did not comply with the Department's policies that were implemented at the Federal Records Act, the report said. The government agencies, especially those dealing with the most sensitive information, have an added pressure to keep their operations safe and secure.

### PRIVACY OF INFORMATION

One of the greatest challenges in e-governance is how to ensure the privacy of the information. The governments are responsible for ensuring the privacy of the individuals. But the privacy of individuals may conflict with the need for preventing crimes and terrorism. The legal battle between the FBI and Apple on the opening of the iPhone brings the debate over government control and privacy, and the discretion of the business. Despite the repeated requests by the FBI to open the iPhone of Syed Farookh, the terrorist in San Bernardino shooting in 2016, Apple refused to do it on the pretext of the company policy ensuring the privacy of the individuals. The public administrators must ensure that all the information provided by the individuals whether filing an application for jobs or receiving benefits kept private.

### BUREAUCRACY

E-governance can reduce the size of the government by reducing the unnecessary regulations. Proponents of New Public Management advocate the reduction of regulations as means to streamline the bureaucracy promoting efficiency. E-governance can reduce government red tape by eliminating the involvement of different agencies and paperwork.

However, the challenge is to ensure proper procedures in the delivery of services. Any violation of the due process can open up a plethora of complaints from the public. E-governance must take into account the issues of fairness and universalism in providing the services. The purposes of bureaucracy are to ensure fairness, impartiality, and universalism in providing public services. Fairness ensures that all individuals are treated equally in the eyes of law. Impartiality ensures that nobody is denied the services because of either political or other reasons. The principle of universalism requires that all individuals have access to government services. Therefore, e-governance by eliminating bureaucracy must not abandon the principles of fairness, impartiality, and universalism.

### HUMAN CONNECTIONS

One of the concerns about the use of ICT is the lack of human connection as one encounter in face-to-face interactions. Despite the opportunity to connect with government, the issue of face-to-face interactions cannot be resolved by the development of e-governance (D'Agostino et al. 2011). The lack of human connections in e-governance can lead to the abolition of personal relationships that characterize traditional interactions. However, with the advent of video technology, human connections can be established. But it cannot replace the human connections of earlier times based on face-to-face relations. E-governance can lead to a robotic culture, diminishing the human feelings such as caring, empathy, and concern for others. People can be converted into machines lacking any human characteristics. The traditional human connection has advantages regarding understanding the individual behavior, the background, and the values each person represents. Traditional interaction can help to establish an understanding of the complexities of the situation in which a person finds themselves, his/her background, and their motivation. Any decision-making is influenced by various factors, which can be understood through the Internet. Despite e-governance, each government agency needs to provide opportunities to make contact by traditional methods because many people, especially the elderly, prefer to use traditional methods. The methods of contact need to be easily visible and accessible. Without any human connections, the government can become too remote to be accessible to the public. Therefore, the important challenge for public administrators is to maintain human connections with real people rather than the robots working for the government.

## MUST BE CITIZEN CENTERED

One of the main problems of e-governance is that it is oriented toward educated young and computer-savvy people. Therefore, one of the major challenges is to make e-governance citizenship-oriented, reaching out to all the people rather than the privileged few. In terms of internet use, there is a digital divide. The poor, the elderly and the less educated still lag behind the wealthy, young, and educated in terms of computer use. At the same time, poor developing countries lag behind the developed world in Internet use. However, “the digital divide may turn out to be only a “transition effect” disappearing if computer and Web access becomes as universal as telephones, radio, and television have become. At the moment, though, the divide is very real and poses a difficult dilemma for governments” (Clayton and Streib 2005, p. 259). Still, there has been a significant increase in the use of the Internet. Based on UN Survey (2016), countries have made progress in Online Service Delivery: “The Survey shows that since 2014 the number of countries with very high OSI (Online Survey Index) has increased from 22 to 32 whereas the number of countries with low OSI dropped from 71 to 53. Higher levels of online service tend to be positively correlated with a country’s income level. The majority of the high-income countries are at the top 50% of the OSI, while the majority of low-income countries are at the lowest end of the OSI. However, as countries make advances in their e-government reforms, more developing countries feature in the groups with higher levels of OSI” (UN Survey 2016).

The rate of digital use is dependent on the levels of economic development and education. Developed countries with a higher level of education and income have a higher proportion of digital users. The developing countries can make significant strides in making the digital resources available to the poor in different places and forums. Even in the United States, large numbers of people make use of the computers available in public libraries. It is impossible for developing countries to achieve a high level of economic development in a short period of time to make internet services available to everyone. Still, the developing countries can make the internet services available through the use of other avenues like public libraries and schools: “Ultimately, the extent to which e-governance develops in a country is a function of the collective national and local capital supplying IT services and of informal social and human capital creating a demand for e-governance. Supply requires public officials and citizens to have access

to the Internet and access varies enormously according to a country's modern resources and political openness" (Rose 2005a, b, p. 5).

Providing citizenship-oriented services implies helping the wider population. Saxena (2005) describes e-governance as more than just computerization. Leitner (2003) suggests socio-economic transformation for the involvement of the citizens. E-governance needs to look after the interests of all citizens. It must meet the needs of diverse groups, including the old, disable and people with limited resources such as technology access, knowledge of a English language, etc., and those in rural and remote areas (Teicher et al. 2002).

The citizen-oriented e-governance can lead to what Robert Denhardt and Janet Denhardt (2007) call for "a New Public Service" (NPS) as a governing heuristic for public administration. The NPS is an "emerging movement" a reaction against the business like ideas of 'the New Public Management' focusing on the people as customers (Denhardt and Denhardt 2007). Denhardt and Denhardt (2007) emphasize that the public needs to be treated as citizens and public administration need to empower the citizens. Candler and Dumont (2010) asserts that Denhardt and Denhardt focus on the ideas of "democracy" and "citizen" in government activities like the private sector focusing on "market" and "customers."

Similarly, excellence in organizations has been perceived to have the following attributes: purpose-driven (i.e., goal-centric); customer-centric (i.e. citizen-centric); process-oriented; and structure-supported (Emersen and Harvey 1996). Mittal et al. (2004) proposed the establishment of a collaborative, externally focused segment-centric model. The segmented approach relies on customer needs. On the other hand, others feel citizens must be treated as stakeholders (Carroll 1996). Freeman (1984) concludes that by taking a stakeholder approach, e-governance promotes social responsibility and collective action. E-governance can help in the achievement of the goal of citizen-centered government. The governments must be responsible to create the opportunities so that people can participate actively in the political process.

## SOCIAL MEDIA

Social media include popular networking applications such as Facebook, Google, Twitter, Instagram, as well as wikis, and media-sharing sites such as YouTube and Flickr. According to Bertot et al. (2010), social media has four major potential strengths: collaboration, participation, empowerment,

and time. Social media have provided opportunities for both collaboration and participation (Magro 2012). Government is increasingly using social media to connect with the citizens both for the delivery and the improvement of services. Government can invest in social media technology to connect with people. Dadashzadeh (2010) identifies the necessary steps for the strategic use of social media in government:

1. Outcomes-Based Focus—Focusing on improvements in the social and economic conditions of the citizens.
2. Balanced to Ensure Fairness—Serving the public by allowing access to all government decision-making.
3. Engagement to Co-Produce Public Value—Engaging the citizens to improve the quality of life by their cooperation in public value.
4. Improving Government Accountability—Increasing transparency in government activities by providing citizens the opportunity to criticize when governments fail to deliver expected public value.

### THE CHALLENGES OF LOCAL GOVERNMENT

One of the major challenges of e-governance is faced by local governments, who lack the resources to develop the technology. The local governments play a crucial role in the delivery of the services. However, local governments in many countries are ill-equipped to implement e-governance. Streib and Willoughby (2005) identify the problems facing local government. They are the stable environment, slack resources, and the lack of knowledgeable leadership, skilled and supportive staff, and good communication. Streib and Willoughby (2005, p. 77), assert that “beginning an e-governance initiative and making it work in local governments will require bold action.” On the other hand, Symonds (2000) claims that, as monopoly suppliers, local governments may lack the incentives needed to pursue e-governance vigorously. Another problem with local government is that they tend to be risk-averse (Ammons 2008). Further, local governments do not have the expertise to deal with the complex problems, which involve privacy, security, ensuring equitable access, hardware/software savvy, changing the relationship between staff and citizens, and generating and maintaining public interest (Streib and Willoughby 2005).

The federal or national government can help local government by providing the logistics and technology to deal with the problems of

e-governance. This will require increased coordination between the federal/national and local governments. The coordination between the federal and local levels of government requires cooperation and the development of partnerships. The introduction of e-technology in local governments in developing countries may pose serious challenges because of the lack of the education and skills necessary to implement e-governance. This will require the cooperation of the national government to implement e-technology and train people to provide those necessary skills. However, Leung (2004) emphasizes an understanding of the regional culture in implementing e-technology. He insists that using Information and Telecommunication Technology (ITT) is essential to reach bureaucratic reform and government reinvention.

### THE REDUCTION OF CORRUPTION

E-governance is advocated to reduce corruption because of the openness and transparency. E-governance, through reducing the level of personal contact, can decrease the chances of corruption. E-government can also help to reduce the level of human involvement in government operations (Popescu 2015a, b, c). Further, e-governance, through eliminating red tape, can bring another opportunity to eliminate the bribes and other types of corruption. For example, the Seoul municipal government in South Korea has introduced a system called OPEN (Online Procedures Enhancement for Civil Application). E-government has a “consistently positive impact on reducing corruption, as do the traditional anti-corruption factors.” (Ionescu 2013, p. 210). Shim and Eom (2008) believed that the information technology could reduce administrative corruption in several different ways. They proposed improvements in relationships between state personnel and citizens, ensuring the accountability of government officials by reducing potential corruption. Ionescu (2016) explained the role of ICT in controlling corruption in developing countries. Similarly, Lazaroiu (2014) found a negative relationship between the degree of openness and corruption. Giving people access to the Internet can make the data available and also reduce corruption. Gaskins (2013) has observed that having the economy perceived as corrupt can have a negative impact on FDI and can also lead to a reduction in levels of investment. The promotion of e-governance can diminish levels of corruption and reduce the level of corrupt activities by controlling employee conduct (Popescu 2015a, b, and c).

## E-GOVERNANCE AND TRUST

In an age of declining political trust across the world, e-governance can provide an opportunity for a new type of participation. The Internet provides the educated citizenry who are dissatisfied with the representative form of government with an opportunity to participate (Geiselhart 2004). E-governance can reduce the levels of red tape and the unnecessary layers of hierarchy and reduce the opportunities for bribery by reducing the opportunities for such misconduct. E-governance can also help to promote political trust among the public and may mark a turning point in terms of rebuilding the relationship through increased openness and transparency. Through their involvement in decision-making process, citizens will feel empowered to make a difference. Welch et al. (2003) asserted the association between transparency and citizens' trust through emphasizing a positive relationship between transparency and government use of the Internet. Similarly, Welch's (2005) survey finds a positive connection between government website usage and satisfaction from e-government. Simultaneously, the survey finds a positive connection between satisfaction about e-government and trust in government. However, if the opportunities for participation are blocked, this will have a negative impact on political trust. E-governance provides a continuous process for the participation of the people in government services. In a globalized world, there is a need for continuous evaluation of the government because the traditional method of participation like the election and voting with a long interval may not be an effective tool of participation. In most countries, an election takes place every four or five years. In many developing countries, the election is characterized by fraud, manipulation, and intimidation, threatening free and fair elections. So, the election may not represent people's opinions. E-governance can provide an outlet for expressing their anger or opinion. If people are given the opportunity to express their honest opinion, this might increase trust in government. However, to build the trust, governments must build the confidence of the people to express their honest opinion without any fear or intimidation. In the absence of the creation of an environment of free expression, efforts to build trust will prove fruitless.

## TRAINING AND LEARNING

E-governance requires constant training and learning on the part of employees. In order to guarantee the smooth functioning of e-governance, public administrators must make sure that they have both up-to-date technology and properly trained personnel. Korac-Kakabadse et al. (2002, p. 52) emphasize the importance of learning, without which the organizations may face vulnerabilities. However, learning phases receive the least amount of attention from scholars and managers because organizational learning efforts are costly in terms of both time and effort, and have the least visible impact in the short term (Argyris 1999; Argyris and Schon 1996). The long-term consequences for the lack of learning can be far-reaching, and, in an extreme case, can destabilize the organization. At the same time, the important challenge for public leaders is to motivate employees to train and learn continuously. Public leaders have to deal with the challenges of resistance to adopt the new technology and they must acknowledge their responsibility to motivate employees to learn and train. The organizations can provide different kinds of incentives for training and learning the new technology. Many organizations are now making use of Webinar and other e-technology to train employees. Public leaders can make training a part of the job and successful training may be a prerequisite for promotion. The important challenge for an organization is to make training valuable and motivating to the employees.

However, any training must be worthwhile in order to motivate personnel. One of the major elements of the training is to develop the competence in written communication, which is a crucial aspect of e-governance. Administrators need to be concise and to the point in their dealings with citizens. Written communication can easily be misconstrued by the people because there is the absence of face-to-face communication, which can have a devastating effect on citizens. It can demoralize and diminish the motivation of the individuals and may discourage them from contacting the authorities. The other aspect of the written communications is in respect of etiquette in communicating with individuals. Written communication must be respectful and free from threats, and discrimination. It must also be oriented to the needs of culturally diverse people and free from biases or idiomatic language. In a globalized world, the administrators have to deal with a wide range of people from different languages and cultures.



## LEADERSHIP AND E-GOVERNANCE

Ultimately, the success of e-governance depends on the quality of leadership. The leadership must have the willingness and dedication toward e-governance. Leadership is pivotal in any policy innovation in any country. Managing “e-governance, therefore, means managing a large portfolio of divergent responsibilities in a coherent manner. It reinforces the fact that only leadership and vision can give some value to other resources and in absence of leadership and/or management with/without vision then the other resources in the e-governance initiatives will result to the zero value” (Kumar and Panchanatham 2014, p. 15). The dedication of leadership is crucial for the implementation of policies conducive to e-governance, which requires an investment in technology and facilities. Without the commitment of the leadership to invest in technology, it will not be possible to achieve the goals of e-governance. The challenge for the leadership, therefore, is to build a consensus to devote resources toward technology, thereby promoting e-governance.

## BUILDING E-GOVERNANCE CAPACITY

The success of e-governance is a two-way street: from government to citizens, and from citizens to government. The governments must have the tools in terms of technology to make services available to the citizens. Similarly, the citizens must have the tools to take advantage of the tools to receive the services: “The entire capacity of e-participation cannot be accomplished unless it is dynamically employed by citizens. The latter should vigorously utilize e-participation to participate in policy decision-making procedures. E-participation functions as a communication route which e-participants articulate themselves, and acts as an online community” (Ljungholm 2015, p. 8). Rose (2005a, b) explains the level of e-governance is dependent on the collective national and local capital supplying the IT services and also the informal social and human capital promoting the demand for e-governance. Therefore, governments have a responsibility to allocate sufficient resources for e-technology and to make it available to the citizenry. The existence of technologically educated people is crucial for building the capacity. The poor developing countries lack the resources and the supply of a large number of educated people who are proficient in the use of the technology. The poorest developing countries can nevertheless make technology education mandatory in both primary

and secondary schools. Governments can introduce policies to reduce the costs of the Internet. The other important variable promoting capacity is the establishment of a culture of openness. Without a culture of openness, efforts to build e-capacity will be fruitless. The issue of openness is vitally related to the level of democracy and civil liberties. Although the issues of democracy and civil liberties are complex and will require considerable time, every country can make improvements in openness for the purpose of improving service delivery.

The central focus of the book is to assess the impact of globalization on public administration. In the following pages of this chapter, the research explores the effects of globalization on e-governance. Intuitively, we may conclude that e-governance and globalization are closely related. The rise of the Internet and communication technology is instrumental to the process of globalization. However, it will be worthwhile investigating the influence of different dimensions of globalization on e-governance.

#### DEPENDENT VARIABLE = E-GOVERNANCE

As stated above, there are various definitions of e-governance. “E-government” includes the processes and structures relating to the electronic delivery of government services to the public. E-government involves the use of ICTs, including government operations and processes in the delivery of government services (Fraga 2002). E-government not only means the use of the Internet and communication technology to improve relations, but also aims to fundamentally transform the production processes by which public services are delivered, thereby influencing the relationships involving citizens, businesses, and other governments (Leitner 2003). E-governance is measured by the United Nations’ E-Government Data Base (2016), known as the E-Government Development Index (EGDI). This index is measured by an expert survey of all UN member countries on the websites in the delivery of essential services based on the department and the ministries in health, education, social development, welfare, labor, finance, and environment and the capacity for participation (UN E-Government Survey 2016).

**Table 6.1** Regression analysis of e-governance with globalization (Dependent = E-Governance)

<i>Variables</i>	<i>Unstandardized regression coefficients</i>	<i>Standard error</i>	<i>Standardized coefficients</i>	<i>Significance</i>
Constant	-0.368	0.094		0.000
Economic globalization	0.009	0.001	0.505	0.000
Social globalization	-9.793	0.000	-0.001	0.986
Political globalization	0.005	0.001	0.412	0.000

R Square = 0.43

Adjusted R Square = 0.41

### INDEPENDENT VARIABLES

This research measures globalization by the KOF scores of 2016. KOF calculates globalization based on three dimensions: economic, political and social. Under this classification, economic globalization is measured by the flow of goods, capital, and services; political globalization is measured by a diffusion of government policies; and social globalization is measured by the spread of ideas (KOF 2016).

Table 6.1 shows the results of a regression analysis of e-governance with the three dimensions of globalization. It can be seen from the table that the two strongest variables affecting e-governance are economic and political globalization, which are both statistically significant at 0.01 level. As countries globalize economically and politically, they will resort to e-governance. Economic and political globalization can influence governments to adopt e-governance technology in order to deal with the constant demands for efficiency and speed in an ever-changing environment. Of course, the relationship between e-governance and globalization is a two-way street, which implies that economic and political globalization is crucial for e-governance. At the same time, e-governance is complimentary to economic and political globalization.

E-governance has become an important aspect of the present-day world. The important task now is how to make it effective and efficient in delivering public services. Technology is complimentary to modern administration, with the success of administration now dependent on the expanded use of technology rather than its reduction. The government

can commit resources to the development of technology, although it will initially be costly. Over time, the governments can reap benefits by reducing the inefficiency and the amount of time taken in the delivery of services. E-governance can reduce the size of the government, save time, and reduce the pain of traveling for citizens to enjoy the benefits of government services. The benefits from the reduction of corruption as a result of e-governance would be enormous, leading to major economic development, especially in developing countries.

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## Globalization and Sustainability

From the point of globalization no other issue is as important as sustainability. The issue of sustainability has drawn the attention of people in the world that we share the globe despite the differences in terms of politics, economics, and ideologies. As a result, the nations of the world need to cooperate to maintain sustainability for the survival of the species.

The chapter analyzes the meaning of sustainability, the evolution of its concept, and the consequences. It then proceeds to investigate the challenges of sustainability in a globalized world, focusing on planning, missions, institutional capacity, the role of leadership, international cooperation, and environmental justice. Finally, the chapter makes a statistical analysis of globalization with environmental performance.

The field of public administration has been emphasizing the values of efficiency, performance, social equity, diversity, and ethics. In the light of the global concern of protecting the environment, sustainability has now become one of the core values of public administration. Concerns over the declining state of the environment have been emphasized by many recent events, the climate agreement signed in Paris and the uproar over the extent of water contamination in Flint, Michigan, in the United States. As Sonnenfeld and Mol (2002) have reflected, environmental politics is changing drastically not only in developed countries but also around the world at different levels of government. These changes can be understood from the

point of globalization, which weakens state sovereignty by increasing the power of economic interests and civil society (Sonnenfeld and Mol 2002).

The most important job of government is to provide public services for its citizens' welfare. Within this context, sustainability is vitally related to the welfare of the people. The quality of life is dependent on the two primary elements of life: clean air and water. Fiorino (2010) calls for sustainability to become a focus of public administration. In his study, he focused on sustainability from the point of the environmental, economic, and social/political systems. John Robinson and Jon Tinker (1997, p. 74) view the economy, environment, and human society as "three interacting, interconnected, and overlapping 'prime' systems." This chapter emphasizes sustainability from the point of environmental protection. However, societal and political actions are also crucial for the achievement of environmental protection. The traditional role of public administration is to implement public policies, in which politicians have the role of campaigning and framing. Without the cooperation of public servants, it will be impossible to achieve the goals of sustainability.

Pope Francis has also emphasized the importance of sustainability, focusing on the issue of environmental justice. To this end, he assembled 60 city mayors at the Vatican. In his address to this gathering, he remarked that the ecosystem had been undermined by the rich who had taken advantage of the world's resources through the exploitation of gas and oil. He urged the compensation of the poor for the degradation of the environment since they have been the main victims.

Sustainability plays a crucial part in any discussion about public administration because it is government which is responsible for policy making and implementation. Uchem and Erunke (2013) assert that public administration promotes the use of human cooperative action to solve practical problems, which influence government performance. The goal of public administration, therefore, is to study all actions relating to the formulation, implementation, and evaluation of policy to come up with efficient and effective use of money, materials and men in the public domain (Uchem and Erunke 2013).

Nijaki (2015) suggests that sustainability has been the subject of discussion in public administration literature, emphasizing the necessity of balancing the goals and values around the "three Es" of economic growth, environmental protection and equity in political and social systems. By contrast, Leuenberger (2006) has suggested that the environment should be regarded as one of the tenets of public administration. Leuenberger

and Bartle (2009) proposed a connection between public administration values and sustainability. Nijaki (2015) added social equity as one of the dimensions of sustainability.

### WHAT IS SUSTAINABILITY?

One of the earliest definitions of the term “sustainability” came from the Brundtland Commission, which defined sustainability as development that “meets the needs of the present without compromising the ability of future generations to meet their own needs” (WCED 1987, p. 8). The ecological footprint is a resource management tool, which measures just how much land area and water human needs to produce the resources it consumes and to absorb its wastes under the present technology. The consumption of the resources and generation of waste is central to securing an understanding of sustainability.

Environmental sustainability includes three elements: human health and well-being; ecosystem vitality; and resource efficiency (Paehlke 2004, 2007). The initial environmental elements include clean air and water, sanitation, safe food and protection from harmful objects. The second element of environmental sustainability concerns ecosystem vitality, which includes protecting the habitat, protecting biodiversity, and the third element includes efficient sources of energy and water without serious damage to health and the ecosystem. In a similar classification, Sachs (1997) emphasized three imperatives of sustainability: economic development, the biophysical system, and development. According to another commentator, “Environment also is a multi-dimensional concept, incorporating physical geography like climate, geology, soils, and plants and animals, but also including the social environment and material culture of a given population. In some contexts, the environment is thought of as the natural, non-human world: what places would look like without human-caused changes” (Nelson 2016, p. 354).

Several authors regard the issue of sustainability from the perspective of social and financial systems. The concept is also concerned with ecological and environmental integrity. In a further contribution to the discussion, the United Nations Environmental Program Report (1998) emphasized the importance of people, planet, and profit. “Environmental sustainability refers to the impact of service delivery by public infrastructures on the urban population (health, well-being), urban environments (air quality, water quality, congestion), and the wider surroundings (ecological

impacts, depletion or maintenance of resources, impacts on downstream rural communities as a result of water pollution)” (Koppenjan and Ensernik 2009).

Geczi (2007) asserts that the terms “sustainability” and “sustainable development” have a broad range of meanings, and that anyone conducting research in this area needs to specify their definition of the term. Based on Sachs’ definition, Geczi (2007) emphasizes that the issue of development is the prime cause of the problem of sustainability, because it causes disempowerment in the global South and increased alienation in the North. The present global order threatens the very existence of the indigenous and rural population since “water sources dry up, fields are lost, animals vanish, forests dwindle, and harvests decrease, the very basis of rural people’s livelihood is undermined, pushing them onto the market, for which they have no sufficient purchasing power” (Sachs 1997, p. 79).

Environmental sustainability is a multidimensional construct, which has been conceptualized in several different ways (Gladwin et al. 1995). The World Economic Forum (Global Leaders 2001) has emphasized the quality of the environmental systems, the threat to the human population resulting from the degradation of the environment, and the social and political capacity to deal with the problems and global leadership (Global leaders 2001). Nelson (2016) emphasized the necessity of the ongoing rediscovery and perpetuation of public service, the public trust, and environmental and community stewardship in a democracy to serve as community.

## THE EVOLUTION OF ENVIRONMENT POLICY

The Earth Summit in 1992 at Rio de Janeiro endorsed sustainability as being the primary concern for development. It emphasized the necessity of equitable development and environmental needs of the present and future generations (Catron 1996). It requires the states to reduce and eliminate unsustainable patterns of production and promote appropriate demographic patterns (Grubb et al. 1993, pp. 87–89). In Rio de Janeiro, the Earth Summit agreed on a Framework for Climate Change.

In 1997, at Kyoto, the participating countries agreed on a protocol that would establish targets and a timetable for reductions of greenhouse gas emissions. However, this protocol did emphasize both cost-effectiveness and the importance of trade. In the Kyoto Protocol, the world’s richest countries agreed on legally binding targets to reduce the level of

greenhouse gas emissions. It did not, however, make any requirement for the developing countries, especially China and India, who are the world's largest polluters. It faced fierce opposition in the US Senate, with the result that President Clinton did not send it to the Senate for ratification.

The 2002 World Summit on Sustainable Development (WSSD), held in Johannesburg, called for the establishment of targets to tackle the loss of biodiversity. This confirmed the fact that sustainability decisions would have to be made in the context of the free market (Geczi 2007). This emphasis on trade issues caused no effective decisions on sustainability. In 2009, world leaders produced another pact to replace the Kyoto Protocol. This would have required India and China to commit to reductions in their emissions but they failed to receive unanimous consent. There was no agreement on enforcement, and it relied on voluntary enforcement. President Obama pledged to cut emissions by 28 percent from their 2005 levels. Similarly, Chinese President Xi Jinping announced that he would place limits on industrial emissions by requiring companies to pay for government-issued permits to pollute. He also promised to drop emissions by no later than 2030.

The agreement passed in Paris on December 12, 2015 by more than 190 nations to keep the increase in the average global temperatures below 2 degrees Celsius above pre-industrial levels and to pursue the limit on temperature increase to 1.5 degree Celsius above pre-industrial levels. The agreement is based on the scientific conclusions that the increase of temperature of more than 2 degrees Celsius would have devastating effects, causing floods and droughts, along with storms and food shortages. The countries need to cut greenhouse gas emissions soon, to achieve the goal. This agreement calls for recognizing the damage caused by the climate change, especially in poor and small island countries, although it does not call for any compensation. The agreement requires all countries to submit reports about the status on carbon emissions by 2020 and thereafter every five years. The agreement requires countries to monitor, verify, and report their greenhouse gas emissions. The Paris Summit also called for a "Capacity-Building Initiative for Transparency" to help the developing countries provide the sources of emissions and steps taken to meet the national goals. It calls for the allocation of \$100 billion a year in climate-related financing. The agreement calls for developed countries to cut make drastic cuts in emissions. It also calls on developing countries to enhance mitigation efforts. However, it did not set a numeric target recognizing the different responsibilities and capabilities of nations. Finally, the accord

calls for the absolute reductions in emissions by rich countries and the developing countries to improve on reducing the environmental problems. “The 2015 Paris Climate Agreement specifies climate change action expected from all countries, yet solid metrics to evaluate performance remain elusive” (EPI 2016, p. 17).

However, following the election of President Trump, the Paris Agreement currently faces serious obstacles. During the election campaign, Trump had described climate change as a “hoax” and also promised to withdraw from the agreement signed by President Obama. On March 28, 2017, President Trump signed an executive order to undo many of the policies adopted by Obama. In the G-7 Summit in May, 2017, both Germany and France expressed disappointment at President Trump’s refusal to endorse the Paris Climate Accord. The announcement on June 1, 2017 by President Trump of his intention to withdraw from the Paris Accord on the pretext of harming the US economy was a major setback for environmental sustainability. Immediately after the announcement of the withdrawal of the United States, the leaders of France, Germany, and Italy issued a joint statement that the Paris climate agreement is irreversible and could not be renegotiated. Some of the state governments within the United States have expressed dismay at Trump’s withdrawal and have promised to abide by the Paris Agreement. There may be a coalition of supporters in the world as well as in the United States against Trump’s policy of resisting the reduction of carbon emissions. On July 8, 2017 at a meeting of the G-20, all the countries with the exception of the United States declared that the Paris Accord is irreversible and decided to comply with the agreement. The countries adopted the G-20 Climate and Energy Action Plan for Growth rebuking the Trump Administration’s policy.

There is one positive development with regard to China, which was been criticized for so long for polluting the environment. Recently, China has promised to abide by the decisions taken at the Paris Summit. This is a positive development for environmental sustainability because China is the largest producer of greenhouse gases, which have been identified as one of the major causes of climate change. Despite the improvement in environment quality, “air and water pollution still pose a serious threat to the health of the people. The number of global deaths from air pollution has risen from 2.2 million in 2000 to 2.9 million in 2013. Indoor and outdoor air pollution killed at least 5.5 million people in 2013, while another 141.5 million individuals lost a portion of healthy years from their lives. In China, air pollution is now responsible for one out of every five

deaths, killing 4,000 people every day” (Environmental Performance Index 2016, p. 38). This implies that the world needs to make substantial changes in order to achieve environmental sustainability. Of course, it will be impossible to achieve perfect sustainability; however, the world can at least achieve a significant improvement in removing the dangers and threats to the environment.

### CONSEQUENCES OF CLIMATE CHANGE

Climate change is a major threat to environmental sustainability. Based on scientific data, the release of greenhouse gases, otherwise referred to as carbon emissions, causes global warming. The scientists claim that if global temperatures rise by 8 degrees Fahrenheit, this will make the earth inhabitable. Scientists have warned that the long-term effects of global warming will include the massive displacement of the people, and the widespread extinction of plants and animals. The two most important of these gases are carbon dioxide and methane. The major producer of carbon gas is the burning of fossil fuels for electricity and transportation. The other producer of emissions is the destruction of forests, especially tropical forests. The forests absorb billions of tons of carbon. The destruction of forests can add to environmental pollution by releasing the carbons into the atmosphere. “Deforestation—and the fires that frequently accompany it—also generates one-tenth of total global warming emissions, making forestry loss one of the biggest single contributors to global warming, according to the Union of Concerned Scientists” (Tabuchi 2016).

Increased temperature can have serious consequences affecting the human population. The rising temperature is responsible for mosquito-borne illness. It can cause the temperatures in the ocean to rise leading to tropical storms (Henson 2006, pp. 121–125). The cost of a hurricane is enormous. Hurricanes Katrina and Sandy caused billions of dollars in damages in the United States, causing misery to large numbers of people. Extreme weather is responsible for drought, flooding, tsunami and flood with devastating effects. The stakes are in keeping the temperature at an acceptable level. The melting of Arctic and Antarctic ice caps is a central component of rising sea levels (Speth 2005, pp. 56–60). The rise of the sea level can level many of the island countries. “The reduction of mountain glaciers (Speth 2005, pp. 58–59) severely reduces or even eliminates high elevation melting snow packs, an important component of the water supply in California, Washington, and throughout the Rocky Mountain

states.” The rise in temperature spikes on land and at sea affects crops and fishery production (Henson 2006, pp. 69–70, 117–120). The rising sea level can destroy the low-lying islands and countries displacing many millions of people. Pacific island nations are the most physically and economically vulnerable to climate change and extreme weather like floods, and cyclones. For example, Kiribati lies only about six feet above sea level, which is the projected to rise in sea levels shown in the latest climate models. The government of Kiribati has purchased 6,000 acres in Fiji encouraging migration with dignity (Ives 2016). The World Health Organization has warned that nearly sixty million people currently face risks of malnutrition, water, mosquito-borne diseases and other illnesses (Fountain 2016). Human and industrial activities are responsible for climate change and the high emission of gasses is responsible for the change in climate. The major challenge for the government is to reduce the greenhouse gases responsible for climate change. In the following pages, the chapter analyzes the necessary steps to deal with the challenges of maintaining sustainability.

### PLANNING AND POLICY-MAKING

One of the steps governments can undertake is to develop plans and policy-making for environmental sustainability. Leuenberger (2007) asserts that environmental sustainability and sustainable development have become a component of government planning and policymaking. He elaborates the several themes from the symposium on sustainability. First, authors have agreed on the complex and multi-dimensional nature of the environmental problem. The problem composed of “many interacting parts where relationships between cause and effect can be shifting and subtle and where surprises are constantly emerging” (Keil 1994, pp. 4–5). Second, it requires non-incremental and transformational changes. Third, it requires technical and market-based knowledge, and the solutions require citizen’s expert knowledge, cooperation, and adaptation. Environment solutions require the participation of the citizens in decision-making processes (Inglehart 1997, p. 232; Kemmis 2001; Sirianni and Friedland 2001). Fischer advocates the issue of the “hierarchical character of both expertise and democratic elitism” (Fischer 2000, p. 39). Public administrators need to enlist the cooperation of experts to understand the problem and develop the policies necessary to maintain sustainability.

Meadowcroft (2005) proposed the introduction of sustainability initiatives to include production and consumption based on less environmentally



destructive methods. He suggests a re-engineering of industrial and agricultural processes and changes in land-use practices, and household consumption. Other suggestions include the use of renewable resources, controls on the emissions of waste and toxic substances and vigorous measures to preserve ecosystems (Meadowcroft 2005).

The general solutions are using the renewable sources of energy and moving away from the use of fossil fuels. The developed countries made progress in terms of renewable energy resources. According to a new World Bank report, some of the developing countries—“Mexico, China, Turkey, India, Vietnam, Brazil, and South Africa—are emerging as leaders in sustainable energy, with robust policies to support energy access, renewables and energy efficiency” (World Bank 2017). Nevertheless, governments have to go a long way in terms of renewable energy resources. The solutions can lead to exploring resources that are renewable and not damaging to the environment. The above solutions are broad-based and need economic, societal and political solutions that will require domestic and international action. As a result, it needs cooperation between various actors for a sustainable policy. Accordingly, the tasks of public administration become complicated because of the involvement of various actors to come up with a unified policy. Despite the relatively straightforward solutions to these problems, the question of sustainability is intertwined with social, political, administrative and technological issues.

The issue of economic development and industrialization complicates environmental sustainability. The necessity of industrialization and business activities require more exploration of the natural resources, which can damage the environment. Braun (2007), drawing on the example of Latin America, mentions deforestation as a result of land being used for industrial and other activities. He also mentions the unsustainable agricultural activities due to the use of fertilizers and pesticides polluting the water resources. The crucial challenge is how to promote economic development and at the same time, maintain sustainability.

### DEVELOPING THE MISSION ON SUSTAINABILITY

Developing the mission of protecting the environment is crucial for each government agency. Each public agency is responsible for developing the mission and objectives since the environment impacts on every aspect of our lives. Therefore, all government agencies are affected by environmental degradation. If the agencies introduce sustainability into their mission,

this will serve as the priority for the organizations to implement the mission, and the agencies will strive to achieve the goals of sustainability. Hecht and Fiksel (2015) emphasize clear sustainability goals for the Environmental Protection Agency (EPA) in the United States. However, setting the mission for sustainability needs the cooperation of policy makers. Once the organizations set the missions, public organizations have the responsibility of implementing them. Developing countries can create a single administrative agency that will oversee all of the sustainability regulations. Establishing a clear mission for the agency with sustainable goals can make significant progress but will require the commitment of the administrators of the agencies to set the mission on environmental sustainability.

### INSTITUTIONAL CAPACITY

Public organizations require institutional capacity to deal with the complex problems of sustainability. One of the primary tasks behind building the institutional capacity is to build the organizations capable of implementing the environmental sustainability. The majority of countries do have organizations capable of dealing with the problems of the environment. The institutions need to have sufficient human, financial and technological resources to implement environmental regulations effectively. The environmental problems bring to the forefront the issues of the traditional bureaucracy's inability to solve problems. This inability and problems have led to what Frederickson (1999) refers to as the "disarticulated state." Meek (2008) identifies the lack of bureaucratic ability to deal with cross-jurisdictional problems. The bureaucrats lack the ability to collaborate, adjust, and reorganize to address problems that cut across boundaries. Therefore, the agencies responsible for environmental protection need to recruit the qualified and committed people for the effectiveness of policy implementation. An understanding of sustainability requires knowledge of natural and social sciences to comprehend the causes and solutions of the problem. Institutional capacity refers to "the extent that a country has in place the institutions and underlying social patterns of skills, attitudes, networks that foster effective responses to environmental challenges" (Global Leaders 2001, p. 9). This includes the capacities of a country to conduct research on environmental degradation and the steps taken to eradicate such a problem (Husted 2005). Husted (2005) claims that since the capacity involves human responses, it will be influenced by

the culture in individual countries. A political culture supporting environmental sustainability will mark a great step forward. Public administrators responsible for implementing policies on sustainability must have sufficient knowledge about the complex problems they will face.

Sustainability requires international cooperation because global temperatures are affected by all the countries of the world, even though larger countries are the main producers of greenhouse gases. Public administrators need to have the knowledge of the situation in the world and the major agreements entered by the world community. The implementation of the key provision of the agreements depends upon the ability and the commitment of the public administrators. Agencies in both the developing and the developed world need to recruit people who have expertise in sustainability. The recruitment of people with a background in sustainability is difficult because many countries lack the educational curriculum on sustainability. The lack of experienced people is a more pressing issue in developing countries than it is in the developed world. Accordingly, the government has a responsibility to provide for the educational institutions to develop a curriculum on sustainability. The public agencies can develop training programs to develop the skills to deal with the immediate needs of sustainability.

### COOPERATION BETWEEN THE PUBLIC AND PRIVATE SECTORS

Industrialization, economic, and domestic activities cause environmental degradation. The major players in industrialization and other economic activities are the private sectors. As a result, the public sectors need to regulate the actions of the private sectors. At the same time, the public sectors need to cooperate with the private sectors to develop sustainable industries and businesses. The private sectors are instrumental in innovative technology, which is environment- friendly. The government has the responsibility to promote and motivate the private sector to develop the sustainable technology. Klijn and Koppenjan (2000) proposed the incentives for performance in sustainability and advocated for environmental and social regulations to supplement economic regulations. The government can consider providing incentives to the private entrepreneurs to invest in sustainable products. Each country can determine the nature of incentives to the private sectors and then can take appropriate measures. Geczi (2007) emphasized the construction of coalitions between public, civic and private groups in the visioning of sustainable development. Geczi (2007)

proposed for an inclusive and participative culture in sustainable decisions. On the other hand, Goetz (2010) suggested providing incentives to the businesses to implement sustainable products and services.

## URBAN STRUCTURE

An involvement of the cities and municipalities is also essential in maintaining sustainability. The development of sustainable cities has therefore become an important slogan in many countries, especially in developed countries. In terms of urban structures, there is a need for cooperation between the public and the private sectors. In terms of urban structures, cities cannot afford to sacrifice sustainability for the benefits of economic development. Much of the development activities, such as transportation, and the building of dams and reservoirs, are among the common activities of the cities. Moreover, most people live in cities and human waste fills up the major landfills. As a result, city administrators bear a major responsibility for sustainability, creating infrastructure, transportation, and other facilities. To a large extent, cities bear responsibility for taking care of the human waste. Developed countries, despite the improvement in recycling activities, need to develop better facilities for recycling and reducing waste. By contrast, developing countries lag far behind in terms of the disposal of waste. Cities in developing countries do not have sufficient facilities for recycling and the disposal of waste. The city administrators are instrumental in terms of executing programs for recycling; however, progress in recycling to date has been relatively poor. Although developed countries have made significant improvement, the progress in developing countries is negligible.

## LEADERSHIP AND SUSTAINABILITY

The sustainability issue requires a high degree of expertise and dedication on the part of the leadership, which must be committed to environmental sustainability. Without the commitment of the top leadership for the environment, it is difficult to implement sustainable policies. It is important that leaders should not abdicate environmental sustainability for ideological reasons. For example, on June 18, 2016, President Obama said, during a visit to Yosemite Falls, California, “Make no mistake. Climate change is no longer just a threat. It is already a reality.” President Obama was instrumental in the signing of the Paris Climate agreement. With the coming of

the Trump presidency in the United States, however, much of the progress on sustainability may be jeopardized because of his commitment to remove regulations that deal with cleaner sources of energy. Burke (2007) advocates for a policy of adaptive leadership, which requires dedication to bring about changes to deal with sustainability. The leader rather than solving the problems needs to work to facilitate solutions through the effective and timely sharing of information and management of conflicting views and values (Barth 1996).

### IDEOLOGICAL DIVIDE

The ideological divide can also pose a serious threat to environmental sustainability. There are widespread differences in terms of public opinion on climate change based on ideology. In the United States, for example, conservatives still believe that global warming is natural, and they contest the views of the majority scientists regarding the causes of climate change. Dunlap and McCright (2008, p. 26) view that “the vigorous conservative campaign against climate science (particularly the findings of the Intergovernmental Panel on Climate Change (IPCC)) and climate change advocates (especially Al Gore) has contributed to leaders of the Republican Party adopting a highly skeptical view of global warming.” On the other hand, liberals assert that global warming is a real phenomenon and that it is caused by human factors. Liberals are more concerned about the threat of climate change than the conservatives, and are supportive of the governmental policies to address the causes and consequences of climate change (Jones 2011). Because of the differences in their beliefs, the conservatives do not favor any governmental actions, because they believe that the environmental regulations are unnecessary and impediments to the economic development. The liberals believe that the governmental action is necessary to eliminate the real causes of climate change. The ideological debate dominates Congress and even the judiciary of the United States. For example, on February 9, 2016, the US Supreme Court obstructed the Obama Administration’s federal regulations to curb carbon dioxide emissions from coal-fired power plants, a major element in combating climate change. The court voted on an ideological line to grant 27 states and private companies to block the Obama Administration’s policy on clean power policy to encourage renewable energy sources.

There are different explanations for the causes of the differences between the liberals and the conservatives. One interesting reason is due

to the activities of the well-organized and well-funded professional climate skeptics affiliated with the carbon-based industries and lobbyists who influence the media debate with questionable theories about climate change (Antilla 2010). These environmental skeptics are reinforced by the anti-regulatory and free market ideology (Jacques et al. 2008; McWright and Dunlap 2010). To deal with the skeptics and their well-organized supporters, public leaders have a responsibility to educate the people about the potential dangers of climate change and the priority of environmental sustainability. The other explanations are beliefs about the perceived importance and inconvenience of sustainability initiatives, with the importance of sustainability having a positive influence whereas the inconvenience of such policies will have a negative influence (Tata and Prasad 2015). As a result, business interests dominate the conservative views as they may consider the sustainability policy to be an impediment to their goals. On the other hand, environmentalists believe that it is crucial to implement sustainable policies. The ideological conflict can be a serious impediment to the implementation of the Paris Agreement of 2015. When the Trump Administration decided to withhold from the Paris Agreement for ideological reasons, it was a major setback for the world on environmental sustainability.

However, recently, a group of conservatives led by the former Secretary of State James A. Baker III, with the former Secretary of State George P. Shultz and Henry M. Paulson Jr., a former Secretary of the Treasury, proposed the introduction of a “carbon tax” amounting to \$40 per ton of carbon dioxide produced. They advocated this proposal based on the conservative ideology of free market.

Nevertheless, the participation of thousands of protesters on April 29, 2017, in several cities in the United States, including Washington, DC, is a positive development in terms of the increasing awareness of the environmental problem. The marchers were protesting against the assault on the scientific facts and the assault on the environment policy. The protest can be regarded as a milestone in terms of changing public opinion in favor of a sound environmental policy. The encouragement of the unbiased scientific explanations for climate change and its consequences can be encouraged by the government. Science must be advanced to understand the causes of climate change. It is essential to develop policy indicators based on science (EPI 2016). If business people are convinced about the benefits of the sustainable product and services, the ideological divide will give way to closer cooperation in favor of environmental policy. One way

to encourage the cooperation of business people is by providing incentives to develop sustainable products and services. In this way, environmental sustainability can be pursued as a non-zero-sum game to enlist the cooperation of the liberals and the conservatives.

The ideological debate may be less prominent in poor developing countries because of the lack of the salience of environmental sustainability. Moreover, the lack of education, political rights, and economic development prevents any substantial public debate on the environment. In many poor developing countries, business interests can influence governments to ignore environmental policies. Nevertheless, civil society organizations are instrumental in pressuring the government to undertake environmentally sustainable policies.

### INTERNATIONAL COLLABORATION

Sustainability requires concerted action involving the participation of local, national, and international actors. Global environmental politics includes new actors in addition to traditional players and institutions. What Beck (1992, p. 221) “refers to as “sub-political” developments-involving actors and mechanisms outside traditional political domains “occupied” by (the system of) nation-states, parliaments, and political parties-are interpreted by some as a new response to environmental deterioration, following some of the features of globalization.” The international environmental groups played an important role in the reform movement in many advanced industrial nations. Sonenfeld and Mol (2002) examine three important innovations: the development of supranational environmental institutions, increased use of market-based regulatory instruments, and the rise of global civil society involvement. “The basic idea seems to be that because environmental problems have spread from local to national and national to supranational levels, political institutions and arrangements to deal with them should be upscaled to be effective” (Beck 1992, p. 221).

Meek (2008) mentioned that many of the problems had become complex and cross-jurisdictional requiring collaboration among many disciplines (Meek 2001; Meek and Newell 2005). This implies that the traditional forms of leadership or administration will be insufficient to solve the problems. Beck (1992) suggests cooperation between the traditional bureaucracy and the newly evolved networks of participants. Several authors have advocated the theory of complex adaptive systems (CAS) as

offering a useful perspective to deal with the changing environments. Pherigo et al. (1999) focus on the number of participants, the number of interactions, and inter-organizational cooperation. Mitleton-Kelly (2006) has proposed the development of innovative responses. Meek (2008) proposed for citizen-centered management. Koppenjan and Ensernik (2009) advocated for public-private cooperation for maintaining sustainability. The central theme of these advocates is cooperation between formal and informal actors both within and internationally.

### INTERNATIONAL TRADE AND SUSTAINABILITY

The conservative movement of the 1980s had spurred a trade liberalization movement culminating in the North American Free Trade Agreement (NAFTA) and other regional agreements based on the elimination of the tariffs and other barriers. One of the concerns of trade liberalization is the damage to the environment because of the increased industrialization. Stonehouse (2000) asserts that there is a growing body of literature supporting the linkage between trade liberalization and environmental damage. The developed world, in its drive to save costs, takes advantage of trade liberalization to invest in developing countries. The multinational countries from the developed world move to developing countries to take advantage of the relaxed environmental regulations. On the same token, there was concern that the stricter regulations in EU could reduce competition and lead to industrialization and environmental damage because the polluting industries would locate internationally (Neary 2006). At present, developing countries consider environmental regulations as a luxury since they have to take care of essential services before spending a large share of the budget on the environment (McClain 1994).

The main international organization responsible for the implementation of trade regulations is the World Trade Organization (WTO). The major objective of the WTO is to ensure trade relations among the nations. It promotes trade liberalization, settles trade disputes, and bans discrimination in trade practices. At the same time, the WTO strives to protect the environmental sustainability. However, there is no specific agreement under the WTO for environmental protection. Still, sustainable development is one of the major goals of the WTO. Each nation has a responsibility to implement the trade policy that is not detrimental to environmental protection.



## EQUITY AND ENVIRONMENTAL JUSTICE

One of the major challenges with regard to environmental sustainability is the maintenance of equity and environmental justice. The environmental justice movement arose as result of the concerns about the health resulting from environmental degradation (Andrews 1999). The issue of equity is intertwined with environmental justice. The issue of equity has important implications. There are two types of equity: intra-generational and inter-generational equity. Inter-generational equity means that the use of resources should not be depleted, so the next generation lacks the resources to sustain life (Summers and Smith 2014; Nijaki 2015). Intra-generational equity, by contrast, refers to the use of the resources among the current population (Nijaki 2015). Intra-generational equity can imply the rich and the poor not only within a nation, but also between nations. The issue of lead poisoning in the water system of Flint, Michigan, in the United States led to allegations of environmental racism, since there was a disproportionate exposure of the black population in the area to polluted air, water, and soil. Poverty and segregation had forced many of the minorities to reside in the environmentally polluted areas and there was an allegation that most of the garbage incinerators are built in poor African-American neighborhoods because the minorities lacked political power. There were allegations that environmental racism led many of the poor African-Americans live in hurricane-prone areas. The water pollution was a result of a cost-saving decision to replace Detroit's water system with the Flint River source. However, the government must not compromise the health and safety in the name of cost-saving.

The other dimension of intra-generational equity involves regional and rural/urban issues. Environmental degradation can damage certain areas more than others, for example, the coastal areas of the United States. The people of these areas are more vulnerable to environmental calamities than other areas. Although environmental problems affect all people, some rural areas may suffer droughts and floods which threaten the livelihood of the people. Lal et al. (2011) show that the rural communities are more vulnerable than their urban counterparts because of demography, occupations, earnings, literacy, poverty incidence, and dependency on government funds. Moreover, the rural areas are primarily agricultural, supplying the food for the nations. The use of fertilizers comprises serious environmental problems. The government, therefore, has a responsibility to protect the people from natural calamities, and, simultaneously, make

fertilizers and other products environmentally safe. The government has the responsibility to educate the farmers on the use of proper crops for the safety of the environment, and prevent the decay of the crops and soil erosion. The theory of justice implies that the governments must promote the greater good for all the people. The governments play a major role in giving land permits, agricultural subsidies, providing for clean air and water, and other services. In providing for these services, justice and equity must be the prime concern of the governments.

Environmental sustainability means that public administrators need to focus on environmental protection not only for affluent communities but also for impoverished communities. All the people deserve clean air and water for the maintenance of basic health and happiness. Individuals deprived of basic health are unable to enjoy education, employment and other pursuits of happiness. Equity within nations implies that the actions of the developed nations should not jeopardize the sustainability in developing countries. As stated above, the developed world and, at present, India and China are responsible for the emissions of most of the greenhouse gases. These countries should, therefore, bear the main responsibility for the control of emissions.

Multinational companies from the developed countries currently enjoy a free hand to transfer their businesses to the developing countries of the world in order to take advantage of relaxed environmental regulations. As a result, multinational companies are responsible for polluting the air and the water quality of the developing countries threatening the long-term health and prosperity. Although environmental degradation can have an immediate impact on developing countries, pollution will eventually impact on them as well because we share the globe. Public administrators have a role in maintaining the equity in regulations not only in their country and at the same time, abroad.

The issues of poverty and inequality have surfaced as a result of the environmental problem. The lack of environmental quality has led to a reduction in the price of housing in some areas, attracting poor people. Individuals, then, who reside in a metropolitan landscape with disproportionately high levels of pollution, have a lower level of willingness to pay for a clean environment (Freeman et al. 1975). An open transaction can sometimes bring about an unequal and unjust result (Nijaki 2015). Strict policies maintaining environmental sustainability would eliminate the problems of equity. All individuals, regardless of their economic status, need to have access to clean air and good-quality water.

## OPENNESS

The value of openness is not unique to the issue of sustainability. Any government program must follow the principle of openness. Under globalization, there is a greater opportunity for openness, which establishes accountability in the operations of the government. Researchers advocating good governance and quality government consider openness to be one of the most important requirements. Maintaining openness in sustainability is crucial because of the complexities of the causes and effects of environmental problems. Moreover, the effects of the environmental problem may not surface immediately, and usually appear after a considerable delay. So, the public administrators have the responsibility to educate the public about the possible consequences and the steps to remedy the possible problems. The data on the environment can help governments to take the appropriate action. Public administrators bear a responsibility to let people know about the potential hazards and emphasize that they must be prepared to take action to remedy the problem. The case of Flint, Michigan, illustrates that people were uninformed about the possible lead poisoning from the water system despite the fact that some of the administrators were aware of the problem.

## ENVIRONMENTAL IMPACT ANALYSIS

Public administrators are responsible for the issuance of permits and licenses to building and business projects. If the administrators set an environmental impact analysis as a precondition for the receipt of permits and licenses, it can achieve a milestone in achieving environmental sustainability. The government agencies can introduce sustainability analysis in their standard operating procedures to enforce all government and non-government organizations to comply. A thorough analysis of the environmental impact and sustainability of the standard operating procedures will be a substantial step forward. However, it may lead to excessive costs for the businesses and other entities to comply with environmental impact. Over the years, however, it will save a lot of money by eliminating the potential environmental problems. A greater demand for sustainability may promote businesses to develop environmental-friendly products. The massive production of these products will lead to an economy of scale, substantially reducing the costs over time. The global competition to produce environment-friendly products will generate more

businesses and commerce. Environment sustainability can be considered as a non-zero-sum game, meaning that all the actors can gain.

### POPULATION CONTROL

The growth of population can pose a serious challenge to environmental sustainability. It means that more people need to have jobs, housing, food, transportation, and the other amenities of life. Public leaders are responsible for the development of policies that would promote economic development and other essentials, but, simultaneously, protect the environment. The growth of population can also lead to further environmental problems (Husted 2005). The current population of the world, around seven billion, may increase to over 11 billion by the year 2030 (Shrivastava 1995). Population growth can cause increased economic activity, trade, and industrialization. Demographic pressures will increase the economic activity, trade and demands upon the Earth's resources, which will only exacerbate environmental stress. Developing countries can take effective measures in controlling the population, which will be affected by the implementation of population control policies by their public administrators. Some poor developing countries went backward in term of population control because the ruling class benefits from the rising population through their employment in garment industries and remittances from abroad. However, ultimately, less population is beneficial not only from the point of sustainability, but also in terms of overall development.

### REGULATIONS OF MULTINATIONAL CORPORATIONS

Many multinational corporations use free trade agreements to export the cost of production to the developing countries, which are in desperate need of foreign investment (Daly 1993). Under the free trade agreement, developing countries are under pressure to compete in reducing the cost at the expense of environmental degradation. The governments in both developed and developing countries face the challenge of regulating multinational corporations. An enforcement of an effective sustainability impact analysis on the businesses of the multinational corporations can contribute significantly to the eradication of the problem.

## PUBLIC PROCUREMENT

Public procurement is a major way to implement sustainability. The government is a major actor in public procurement. Therefore, governments can make a significant impact toward sustainability with its emphasis on public procurement. Aman et al. (2014) have advocated public procurement as a means to attain sustainability. Nijaki and Worrel (2012) advocated sustainable procurement by the municipalities and local government for both economic and environmental development. There is an increasing concern about environmental degradation, climate change, resource depletion and the fair treatment of workers among academics and practitioners (Rao and Holt 2005; Brammer and Walker 2011; Schaltegger et al. 2012). There was considerable emphasis on green supply chain management in the private sector (Srivastava 2007; Seuring and Müller 2008). The public sector can use the procurement strategy for sustainable development (Walker and Brammer 2009). Public sectors have a responsibility in using environmentally friendly, socially responsible and innovative products and services on a large scale (Edler and Georghiou 2007).

Sustainable procurement (SP) refers to the act of integrating a concern for broader social and environmental impacts within procurement undertaken by the government or public sector bodies (Preuss 2009; Walker and Brammer 2009). Research concerned with SP is concerned with either the direct or indirect achievement of broader social and environmental ends through procurement activities. There is a lack of research on the direct achievement of social and environmental objectives as a result of procurement. One study explores the impacts of a project designed to leverage public procurement in Northern Ireland to improve the region's performance in respect to long-term unemployment (Erridge and Mcolroy 2002). Researchers focused on a particular sector in order to comply with sustainability procurement initiatives in building and construction (Faith-Ell et al. 2006; Hall and Purchase 2006), information technology, food (Rimington et al. 2006), and timber and forest products sectors (Bull et al. 2006). The governments can issue directives to all the agencies for sustainable products in all procurements.

## INTEGRATION OF INFORMATION AND DECISION-MAKING

A greater integration of environmental information and decision-making is crucial for sustainability. The decisions that the administrators need to take must be based on sound environmental policy rather than political bias. Public administrators can devote full energy and efforts to collecting information on environmental problems. McGuire (2011) emphasizes a framework to deal with the lag between information gathering and decision-making. The cited reasons are the lack of the integration of sector politics, inadequate institutional capacity, the misalignment of goals and poor governance, widespread market failures and distortions, underinvestment in science and technology, the difficulty of regional and international cooperation, and insufficient public awareness. The solutions are the agricultural production system, preserving forests, water resources, and the co-production system, and the maintenance of biodiversity. Political biases can be a serious impediment to the development of a sustainable environmental policy. For example, on March 9, 2017, Scott Pruitt, the newly appointed EPA administrator under President Trump, dismissed the scientific conclusion that carbon dioxide causes global warming. In any government decision-making, priority needs to be given to sustainable development.

## DEMOCRACY AND PARTICIPATION

Considering the issues of equity and environmental hazards, one of the major challenges for public administrators is to establish democracy and the values of participation on sustainability policies. Public participation in environmental policy making and implementation has become a cornerstone of national and international governance (Halpaap 2008). According to Halpaap (2008), about 150 environmental governance scholars and practitioners from more than 65 developed, developing, and transitional countries met at the UNITAR-Yale Conference on Environmental Governance and Democracy to discuss the issue of democracy and sustainability. Democratic participation in decision-making on environment can establish environmental justice, facilitating equitable sustainable policy. As a matter of fact, Portney (2013) finds a relationship between the existence of a large number of environmentally conscious people and sustainability.

The research analyzed different issues and challenges relating to environmental sustainability in an age of globalization. It will be worthwhile

investigating the influence of globalization on environmental performance. The conventional wisdom will dictate that with higher globalization, there will be a higher level of awareness of the environmental problem. Therefore, countries as a whole will improve on the environmental performance leading to an increased sustainability.

### DEPENDENT VARIABLE = ENVIRONMENTAL PERFORMANCE INDEX

The Environmental Performance Index (EPI) is measured by the data from the Yale Center for Environment and Policy (2016). The most ambitious effort to measure national performance is the Environmental Policy Index (EPI), a joint initiative of Yale and Columbia Universities (Emerson et al. 2010). It builds upon previous work on the Environmental Sustainability Index (ESI) and the earlier versions of the Environmental Performance Index (Esty and Porter 2005; Esty et al. 2006, 2008). The EPI measures conditions instead of trends, in a country's endowments and the effects of the policies and behavior (Fiorino 2011). The major objectives of EPI are Environmental Health and Ecosystem Vitality. "Environmental Health measures the protection of human health from environmental harm. Ecosystem Vitality measures ecosystem protection and resource management. These two objectives are divided into nine issue categories that encompass high-priority environmental policy issues including Agriculture, Air Quality, Biodiversity and Habitat, Climate and Energy, Forests, Fisheries, Health Impacts, Water Resources, and Water and Sanitation" (EPI 2016).

### INDEPENDENT VARIABLES

Globalization is measured by KOF Scores in 2016. KOF calculates globalization based on three dimensions: economic, political, and Social. Economic globalization is measured by the flow of goods, capital, and services; political globalization is measured by a diffusion of government policies; and social globalization is measured by the spread of ideas (KOF 2016).

Table 7.1 shows the results of a regression analysis of the Environmental Performance Index (EPI) with the three dimensions of globalizations. The two statistically significant variables in this instance are economic and

**Table 7.1** Regression analysis of EPI and globalization (Dependent = EPI)

<i>Variables</i>	<i>Unstandardized regression coefficient</i>	<i>Standard error</i>	<i>Standardized coefficients</i>	<i>Significance</i>
Constant	8.725	6.238		0.165
Economic globalization	0.639	0.084	0.550	0.000
Social globalization	0.001	0.003	0.014	0.849
Political globalization	0.287	0.057	0.363	0.000

R Square = 0.434

Adjusted R Square = 0.42

political globalization. Economic globalization is the strongest variable affecting the EPI. It implies that as the countries globalize in economic aspects, for example, trade flows and foreign investment, they will improve their environmental performance. This may imply that the highly globalized countries are also highly performing countries in environment. The results do not conclude that developed countries do not take advantage of the lax environmental regulations in developing countries. It will be interesting for future research to investigate whether multinational corporations invest more in countries with the relaxed environmental regulations.

Table 7.2 shows the results of a regression analysis of the Environmental Performance Index (EPI) with globalization and corruption. In this instance, the three statistically significant variables affecting the EPI are economic and political globalization and corruption. The strongest variable is economic globalization followed by the Corruption Perception Index (CPI). The results confirm that higher economic globalization leads to a higher environmental performance. The results also confirm that the higher scores in the CPI also cause higher environmental performance. This implies that countries which are less corrupt are also better in terms of environmental performance and confirms that if the governments can establish the rule of law and accountability, this will lead to improved performance with regard to the environment.

Environmental performance can be improved with economic and political globalization. It is also important for nations to control corruption, implying that those countries which are successful in controlling



**Table 7.2** Regression analysis of EPI with globalization and CPI (Dependent = EPI)

<i>Variables</i>	<i>Unstandardized regression coefficients</i>	<i>Standard error</i>	<i>Standardized coefficients</i>	<i>Significance</i>
Constant	9.343	6.097		0.129
Economic globalization	0.489	0.089	0.424	0.000
Social globalization	0.002	0.003	0.036	0.606
Political globalization	0.236	0.061	0.279	0.000
Corruption perception index	0.274	0.070	0.315	0.000

R Square = 0.53

Adjusted R Square = 0.51

corruption, are also successful in terms of environmental performance. Environmental sustainability is a vital element in the development and survival of the world. Each country can contribute to environmental sustainability by taking positive steps. “The number of people who lack access to clean water has been cut nearly in half since 2000, though at 550 million, or around 8 percent of the world’s population, there is still much room for improvement. Yet in other areas, environmental progress has stalled, and some issues have shown troubling declines. Twenty-three percent of countries lack any kind of wastewater treatment. Air pollution has worsened and today accounts for 10 percent of all deaths, compared with 2 percent claimed by foul water. More than 3.5 billion people—half of the world’s population—live in nations with unsafe levels of air pollution” (EPI Report 2016, p. 29). Public administrators are responsible for the protection of the environment, meaning that they should take the initiative in maintaining the sustainability programs in every aspects of their work.

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## Conclusion

The book analyzes the challenges for public administration as a result of globalization. Despite the current backlash in the United States and Europe, the tide of globalization will continue. There may be short-term protests against globalization spurred by the refugee crisis in Europe and the loss of manufacturing jobs in the United States. The forces of the Internet and communication technology will continue to play a crucial role in the process. The book argues that public administration faces several challenges in a globalized world. Despite the insistence by some authors to use the term “governance” to understand the involvement of the formal and informal actors, the use of public administration is sufficient to understand the processes and operations of the government. Public administration does incorporate both formal and informal actors in the delivery of services. As an open system, public administration needs to interact with both the internal and the external environment. Public administration is not limited solely to bureaucracy for the delivery of services.

Accordingly, the book analyzes the challenges of human resources management (HRM), leadership, ethics and accountability, e-governance, and sustainability. The major challenges for HRM are recruitment and compensation in an environment characterized by the loss of prestige and increased competition from the private sector. The other challenges for public administration are maintaining diversity and cultural competence.



This book suggests the following solutions: providing attractive salary and compensation; promoting inclusiveness and training for developing cultural competence; and learning new technology. With regard to leadership, the book analyzes the challenges of contracting out, moral and ethical leadership, partnerships, and establishment of an organizational culture. The book also explains the traits and skills necessary in an age of globalization and suggests the adoption of a policy of transformational leadership to deal with the dynamic challenges.

Globalization has brought about new challenges to ensure ethics and accountability. The widespread use of the Internet and communication technology has complicated the issues of privacy and security. The above discussion suggests imposing increased control over corruption, which takes different forms under globalization. It is shown that globalization can be helpful in the reduction of corruption. The book analyzes the issues around the complexity of controlling corruption. Present-day public administration faces the challenge of promoting and maintaining e-governance in the delivery of its services. The book recommends an e-governance system that will be accessible to the population at large. In conclusion, the book emphasizes the importance of sustainability in a shared globe. The implementation of sustainable products and services is a major challenge to public administration. This suggests the establishment of a policy of sustainability in public agencies. These can establish sustainability in their standard operating procedures through the implementation of an environmental impact analysis. The government is responsible for establishing a sustainable procurement policy and facilitating international cooperation. The book has also analyzed the issue of intra- and inter-generational equity in sustainability policy and suggests ways to establish equity in environmental policy.

With its focus on HRM, leadership, ethics and accountability, e-governance and sustainability, the book makes an effort to understand the major challenges of public administration in a globalized world. Future research can expand on each of the issues to present a broader understanding of the problem.

# APPENDIX

**Table A.1** Top ten countries based on EPI

<i>Rank</i>	<i>Country</i>	<i>Score</i>
1	Finland	90.68
2	Iceland	90.51
3	Sweden	90.43
4	Denmark	89.21
5	Slovenia	88.98
6	Spain	88.91
7	Portugal	88.63
8	Estonia	88.59
9	Malta	88.48
10	France	88.2

*Source:* Environmental Perception Index: Environmental Performance Index (2016). 2016 Report. <http://environment.yale.edu/news/article/2016-yale-environmental-performance-index-released/> Retrieved May 9, 2017

**Table A.2** Top ten least corrupt countries

<i>Rank</i>	<i>Countries</i>	<i>Score</i>
1	Denmark	90
2	New Zealand	90
3	Finland	89
4	Sweden	88
5	Switzerland	86
6	Norway	85
7	Singapore	84
8	Netherland	83
9	Canada	82
10	Germany	81

Source: [www.transparency.org/cpi2016](http://www.transparency.org/cpi2016) Retrieved May 20, 2017

**Table A.3** Top ten countries in globalization

<i>Rank</i>	<i>Countries</i>	<i>Scores</i>
1	Netherlands	92.84
2	Ireland	92.15
3	Belgium	91.75
4	Austria	90.05
5	Switzerland	88.79
6	Denmark	88.37
7	Sweden	87.96
8	United Kingdom	87.26
9	France	87.19
10	Hungary	86.55

Source: KOF Scores: [www.globalizatio.kof.ethz.ch](http://www.globalizatio.kof.ethz.ch)

**Table A.4** Top ten countries in e-governance

<i>Rank</i>	<i>Countries</i>	<i>Scores</i>
1	United Kingdom	0.9193
2	Australia	0.9143
3	South Korea	0.8915
4	Singapore	0.8828
5	Finland	0.881
6	Sweden	0.8704
7	Netherlands	0.8659
8	New Zealand	0.8653
9	Denmark	0.8510
10	France	0.8456

Source: UN E-Government Survey 2016, United Nations: Department of Economic and Social Affairs

**Table A.5** Top ten countries in renewable energy resources

<i>Rank</i>	<i>Countries</i>	<i>Scores</i>
1	Denmark	94
2	Canada	91
3	United States	91
4	Netherlands	90
5	Germany	89
6	United Kingdom	89
7	Romania	87
8	Czech Republic	86
9	France	86
10	Italy	86

Source: RISE Regulatory Indicator for Sustainable Energy <http://rise.esmap.org/scores>, Retrieved May 25, 2017

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