



PalArch's Journal of Archaeology  
of Egypt / Egyptology

## EMERGING TRENDS OF PUBLIC ADMINISTRATION AND THEIR IMPACT ON SOCIO-ECONOMIC DEVELOPMENT

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**Sarfraz Batool, Shahbaz Ali Khan, Arsalan Rasool: Emerging Trends of Public Administration and their Impact on Socio-Economic Development-- PalArch's Journal of Archaeology of Egypt/Egyptology 17 (12), 412-422. ISSN 1567-214x**

**Keywords: Public Administration, New Public Management, Globalization, Socio- economic**

### Abstract

Many experts of developmental studies are convinced that effective public administration is a good tool for socio-economic and political development at the national, regional, and international levels. However, the conventional style of public administration is unable to cope with the needs and challenges of development in the age of liberal economic order. Major reforms have been done in the structures of public administration worldwide to make it vibrant and efficient to boost up the process of development at the local, regional and global level. However, there is a dire need for the digitalization of public administration to raise global economic conductivity. This paper discusses three major points: first how public administration is linked with socio-economic development? Second, why reforms are needed in the structure, procedure, and practice of public administration in the era of modern development? Finally, how the latest trend of digital public administration can serve as an effective tool for socio-economic development in the globalized world? The paper finds that after the digitalization of public administration, the process of socio-economic development will be accelerated in the globalized world due to efficient and transparent public service delivery.

### 1. INTRODUCTION

Administration is the effective technique of managing available resources in a particular area through certain governmental institutions for the common and desired purpose. It also refers to the organization and use of men and material to accomplish any common purpose. When administration decides about the management of human affairs through legal

governmental institutions, it is known as public administration<sup>1</sup>. Public administration is closely related with the developmental procedures of the states, because it decides the scope of power and responsibilities of each institution and institution holder along-with the allocation of available resources. Usually, Public administration (PA) is defined as an organization or institution which sets the direction of human as well as resources to achieve the common desired targets<sup>2</sup>. Further, it is related to the administrative activities of the government which are performed at the central as well as at the local level. Public administration is mostly related with the policy formulation and policy implementation which is finalized by the political bodies<sup>3</sup>. E. N. Gladden defined Public Administration in these words, “Public Administration is concerned with the administration of the government.”<sup>4</sup> In the broad sense, public administration is the collective effort of governmental institutions for the implementation of public policy. The existence of the institution of public administration in government is very important, because it assists governments to formulate the effective and efficient public policies, analyzes the process of implementation and evaluate its performance. Therefore, it has a direct effect on the administrative activities of the government.

## 2. HISTORICAL EVOLUTION OF PUBLIC ADMINISTRATION

The history of public administration is described, here, in three phases: ancient era, medieval era and modern era. In ancient era, public administration was all about the ‘management of state affairs’; in medieval period, Public administration got the position of ‘science’ by renowned scholars and; in the modern era, public administration is all about the art of coordination between governmental and private institutions/organizations.

### 2.1 Public administration in ancient era

The historians found the traces of the practices of public administration even from the world’s oldest civilizations Harappa and Mohenjo-Daro. The records of the earlier centuries revealed the practices of public administration as the ‘*Spoils Systems*’ because nepotism, favoritism and political patronage (for appointments in the administrative arena) was the most suitable mode for the rulers at that time. In Sumerian period (5000 BC) the administration was only confined to maintain the records of government and commerce<sup>5</sup>. The Egyptians (4000 BC) recognized the significance of planning, organizing and controlling the large number of slaves during the creation of pyramids, because they consider that planning and authority structures are essential to meet the goals. Babylonians (1800 BC) established the ‘Code of Hammurabi’ which set standards of commercial

<sup>1</sup> Felix A. Nigro, (1965). “Modern Public Administration”, New York, P.25.

<sup>2</sup> Simmons, R. H., (1970). Public Administration: The Enigma of Definition, Journal of Social Sciences, (202-207).

<sup>3</sup> Niazi, Dr. Liaquat Ali Khan, (2006). Public Administration, Bukhari Printing Press, Lahore.

<sup>4</sup> Gladden, E. N., (1952). An Introduction to Public Administration, Stapple Press, London.

<sup>5</sup> Niazi, Dr. Liaquat Ali Khan, (2006)., op.cit.

interactions and set Penalties to maintain justice<sup>6</sup>. The Greeks (500-350 BC) introduced the ‘Specialization and Scientific methods’ for organizational management. The era of Alexander the great (325 BC) describes the ‘use of staff and unity of command’<sup>7</sup>. The Romans (300BC-300AD) introduced the concept of centralized organization, effective communication and centralized control system<sup>8</sup>.

## 2.2 Public administration in middle ages

In 1525, Nicolo Machiavelli explains the pragmatic uses of power, which provide the realistic guideline to use the power for better management<sup>9</sup>. The turning point in the ancient culture of public administration occurred when Adam Smith propounded his economic theory “Division of labor in his book ‘Wealth of Nations (1776)’<sup>10</sup> ( ). Division of labor, according to Adam Smith, leads to specialization in result efficiency of labor and quality of product occur and an organization get good profit<sup>11</sup>. This theory laid down the foundation of private enterprises which consequently changed the commercial relations of the world. In addition, it also changed the conventional practices of public administration.

In the European Imperialist age, European countries needed a sophisticated Public Administration to control their respective colonies. In the late 18<sup>th</sup> Century, King William-I of Prussia created a system of “*Cameralism*”, it was an effort by the ruler to train a new class of Public administrators in state<sup>12</sup>. In 1855, Lorenz Von Stein, a German professor, was considered the founder of the Science of Public Administration in many parts of the world. In his time Public Administration was considered a form of ‘administrative law’ but Von Stein believed that it is an integrated science that relies on the subjects of sociology, political science, administrative law and public finance<sup>13</sup>. He was the first person who declared Public Administration a ‘science’, because he believed that knowledge is generated and evaluated according to the scientific method. He also stated that Public Administration should concern with both theory and practice.<sup>14</sup>

## 2.3 Public administration in modern era

In modern era, public administration is considered an extension of the democratic governance that is justified by the classical and liberal philosophers of the western world.

<sup>6</sup> Ibid.

<sup>7</sup> Ibid.

<sup>8</sup> George, Clause S., (1972). The History of Management Thought, Practice Hall, New Jersey.

<sup>9</sup> George, Claude S., (1972). The History of Management Thought, Prentice Hall, New Jersey.

<sup>10</sup> Smith, Adam, (1776). “An Inquiry into the Nature and Causes of the Wealth of Nations”, J.J. Tourneisen.

<sup>11</sup> Wren, Daniel A., (1979). The Evolution of Management Thought, John Wiley & Sons, New York.

<sup>12</sup> Small, A. W., (1909). The Cameralists: The Pioneers of Social Policy, University of Chicago Press, Chicago.

<sup>13</sup> Guerrero-Orozco, Omar, The Great Masters of Public Administration: Von Justi, Von Stein, Bonnin and Gonzales (December 1, 2014). Available at SSRN: <https://ssrn.com/abstract=2532559> or <http://dx.doi.org/10.2139/ssrn.2532559>.

<sup>14</sup> Ibid.

Woodrow Wilson, the former president of USA, is considered the father of Public Administration. He advocated mainly four principles of Public Administration, (i) is the “separation of politics and administration”, (ii) “comparative analysis of political and private organizations”, (iii) “improving efficiency with business-like practices and attitudes towards daily operations” and (iv) “improving the effectiveness of public service through management and by the training civil service and merit-based assessment”<sup>15</sup>.

Furthermore, Fredrick Taylor emphasized on the inclusion of the principles of scientific management in all sectors of public administration in his book 'The Principle of Scientific Management', published in 1911 (this concept was called Taylorism). Taylor believed that scientific analysis is actually the way to discover the ‘one best way’ to carry out an operation because it could help to save time and cost<sup>16</sup>. Consequently, in 1939, American Society for Public Administration (ASPA) was established. It provided a scientific guideline in the matters of public administration. Further the principle of Woodrow Wilson, i.e., “separation of politics and administration” also played a significant role in the arena of public administration throughout the world. Public Administration was widely accepted in the world. Even in the 1950s, America experienced the successful war bureaucracy and post-war reconstruction because of their efficient administrative guidelines. The decades of 1960s and 1970s, saw the ineffective and wasteful bureaucracy of America. America’s inclusion in the Vietnam War (1955-1975) and Watergate Scandal of 1974 are actually the triggers for the call to replace warrior bureaucracy with efficient administration. In post Second World War, the sphere of Public Administration had been widened, now it included policymaking and policy analysis. However, its influence could be more enhanced through governmental decision-making bodies. After some time, to rehabilitate the war-torn societies, Public Administration included human factor in it and included the study of other social sciences (like psychology, anthropology and sociology) in its subject matter.

In 1980s, new generation scholars replaced the previous theories of public administration and presented a new model for public administration. The new model ardently supports private sector-style models, organizational ideas and values to improve the efficiency and service-orientation of the public sector. It uses the term ‘customers’ rather than citizens and it is known as New Public Management (NPM). It is proposed by David Osborne and Ted Gaebler in their book “Reinventing Governments”. It is the most accepted model of PA, but not a universal one<sup>17</sup>.

## 2.4 Public Administration in Contemporary Era

In late 1990s, Janet and R. Denhart proposed a successor model of NPM, which is basically a new public service model and known as ‘Digital Era governance’. It mainly focused on

<sup>15</sup> Wilson, Woodrow, (1887). The Study of Administration, Political Science Quarterly, 197-222.

<sup>16</sup> Taylor, Fredrick W., (1911). Principles of Scientific Thought, Prentice Hall, New Jersey.

<sup>17</sup> Osborne, David, & Ted Gaebler, (). Reinventing Government, Volume 6, Number 1.

the "themes of reintegrating government's responsibilities, needs-based holism (executing duties in cursive ways) and digitalization (exploiting the transformational capabilities of modern IT and digital storage)"<sup>18</sup>. A good example for this is the "Australian non-for-profit e-democracy project" which invites academics, politicians, business people, senior public servants, and many other key stake holders got engaged in high-level policy-debates.<sup>19</sup> The digital era governance provides more open and connected forum for policy analysis and it helps to explore and manage more areas of connectivity within and beyond regions. Therefore, the digitalization of public administration is become inevitable for regional and global development. Contemporary Public Administration is multi-functional in its very nature and stands on the six pillars. These are organizational theory, human resources, policy analysis, budgeting, statistics and ethics.

### 3. PUBLIC ADMINISTRATION AND ITS LINK WITH DEVELOPMENT

Public administration and the development of state are closely related to each other. As public administration is helpful in the formulation of policies, it keeps into consideration all the areas that need attention for their development. Public policies are mainly designed for the welfare of the society and also decide the matters regarding the socio-economic and political development of the state. So, we can say that there exists a close and interlinked relationship between public administration and development. This relationship further helps to enhance the developmental activities of the state and improve the performance of a state towards development at the local, national and international levels. Because it not only helps to formulate and implement the policies but also proved helpful to decide policies regarding sustainable economic growth, social development, securing of public-private partnership, managing developmental programs of available sectors, protection of environment and establishing a legal system as well as to avoid any conflict.

The importance of effective public administration cannot be ignored in the developmental programs of state because a worldwide consensus has been emerged in 1996 UN 50<sup>th</sup> session of General Assembly' resolution, that defines a close relationship between the effective public administration, development programs and good governance<sup>20</sup>.

This discussion clarifies that the efficiency of public administration is significantly and closely linked with the economic progress of the country. The UN resolution stated that for the attainment of efficiency in public administration, states need to strengthen the capacity of government to decide for the strategy of developmental programs. Governments worked

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<sup>18</sup> Denhart, Robert B., (2000). The New Public Service: Serving rather than Steering, *Public Administration Review*, 549-559.

<sup>19</sup> Backhouse, Jenny, e-Democracy in Australia: the Challenge of Evolving a Successful Model, School of Information Technology and Electrical Engineering, UNSW@ADFA, Canberra, Australia (accessed on: 9 Sep, 2020).

<sup>20</sup> Collins, P. (1996, Dec). "Public Administration and Development: resumed 50<sup>th</sup> session of the UN's General Assembly", Vol.16, (513-516).

for the policy development, restructuring of administrative sector, reforms in civil-services, Human Resource Development, trainings of Public Administration sector, improvement in the performance of Public sector, financial management, interactions of public-private institutions and the management of all developmental programs that emphasized on the development of sustainable national and state capacities. All the progress in the field of public administration has been made to establish effective and efficient governments.

#### **4. EMERGING TRENDS IN PUBLIC ADMINISTRATION**

The changing nature of the world relations in the previous centuries also affects the norms of public administration in the world and introduced many reforms in the sector of public administration. From the late 20<sup>th</sup> century, developmental scholars considered that public administration is an effective strategy to administer the state and government affairs for better administration of available resources. The norms of public administration are varied from country to country and therefore new trends and modes of public administration are transforming continuously. So, the concept of Reinventing Governments<sup>21</sup> (RG), Business Process Reengineering (BPR)<sup>22</sup> and New Public Management (NPM)<sup>23</sup> are the reformed programs of public administration and management introduced by the developed countries. While under-developed countries are also reforming and restructuring their patterns of public administration. Most of the reforms are basically the imitation of the reforms of developed countries or amalgamation of developed strategies with their own prescribed and existing strategies to reinvent/reorganize the system of public administration according to their country's concerned goals and objectives. In the arena of public administration, a new paradigm shift had been occurred during 1980s, because changes had been taken place in the context of international order. During the decade of 1980s, many changes regarding decentralization of power, establishment of welfare state and authority devolution had been adopted to make the administration of governments more vibrant, quick and efficient. The adopted resolution of 1996 emphasized that public administration would be effective when governments improve their capacity to respond while making efforts to meet the needs of locals and proceed to achieve their goal of sustainable development. The resolution is mainly focused to strengthen the capacity of government for the reforms in the related sectors of public administration.

#### **5. IMPORTANCE OF NEW PUBLIC MANAGEMENT**

After many reforms, various new models of public administration have been introduced but NPM is considered as the new paradigm which can replace the traditional Weberian or

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<sup>21</sup> Osborne, David and Gaebler, Ted. (1993). "Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector", United States of America: Plume.

<sup>22</sup>Business Process Re-engineering Assessment Guide, (May,1997). United States General Accounting Office.

<sup>23</sup> Hood, Christopher (1 March 1991). "A Public Management for all Seasons?". *Public Administration*. **69** (1): 3–19. [doi:10.1111/j.1467-9299.1991.tb00779.x](https://doi.org/10.1111/j.1467-9299.1991.tb00779.x). (accessed on: 2020, 25 Sep).

bureaucratic paradigm of public administration. Because NPM can blend the classical norms of public administration with new trends of public administration to improve the efficiency level of governments. So, NPM could be the most effective way to the modernization of public sector. The world's leading donor agencies like World Bank, IMF and OECD, also favored and turned towards NPM and considered it the only and most effective path to match the criteria of modernization.( ) It is also known as the 'Market Model'. This model is used to reform the government, and also claimed that the methods of private-sector are far better than traditional public-sector, for managing the activities of the administration and government. Indeed, the new trends of public administration reforms accepted at large scale globally, but NPM cannot be accepted as a universal model of public administration reforms. Because, there is difference between developed and developing states regarding their economic and geographical status, political systems, traditional administrative procedures and structures, foundational ideologies and types of crisis, so it is difficult to 'fit all in one size'. Further, the latest trends of digitalization of economy and e-governance are also demand new changes in the field of Public Administration.

## **6. THE DIRE NEED OF DIGITAL PUBLIC ADMINISTRATION IN GLOBALIZED WORLD:AN ANALYSIS**

In the modern world, the trends of connectivity have been changed a lot. When we talk about the norms of public administration, global as well as local trends have great influence on them. The above portion of the study had described in detail the evolution of public administration in the world. It is clear from the study, that the world powers, under the ineffective administration, always lose their global influence and prestige. It is also clear that the policies of public administration are acceptable on global level if they have acceptance in their local communities. For instance, America's policies during 1970s (Vietnam War and Watergate scandal) provoked the local people of America to demand for an effective replacement in the arena of public administration to establish peace and security. And because of this demand of people, American government compelled to change their aggressive policy towards Vietnam.

Since states are engaged in the process of a multilateral trading system which has accelerated the trends of globalization and regional integration; the need for vibrant, digitalized, and composed public administration has increased in order to achieve the goal of regional and global connectivity and harmony among socio-economic cultures of regional and global entities. For that purpose, the people-oriented approach is adopted by the global and regional policymakers because possibilities of socio-economic development increase due to people-to-people contact on both levels. In the 1980s, when NPM was propounded as the best-suited model for the public administration, at the same time the trend of the global market economy had been popular all over the world. Both trends were

promoting privatization and the private sector in the world. The trends of privatization are more inclined towards open markets and less control of the government, but still, there is a need for administrative supervision to manage certain issues. NPM worked as a driving force for economic development in the era of economic globalization.

The process of economic globalization continuously affecting the relationships among the states and created new conditions for the public administrators around the world. It gradually increased the volume of international trade and investment. The revolution in technology caused the emergence of e-commerce and knowledge-based economies, new technologies of transport and communication, increased production mobility, the continuous foreign transmission of capital, and overseas markets for services and goods. The evolving trends of global governance created new opportunities, responsibilities, and duties for the public administrators at each level. The governments were compelled to upgrade their capacity and capability in all spheres of government especially legislation, fiscal priorities, regulations, and socio-economic regional co-operation. All those trends of globalization and democratization changed the modes of regulating the relations among the states. In the 1980s, New Public Management (NPM) was accepted by the governments as the most favored model of Public administration because that compensated for most of the patterns of the previous models in its practices. But from the decade of 1990s, the Information Technology (IT) revolutions changed the ways of interactions between citizens, states, and also transform the management systems. The trends of globalization turned the direction of mutual relations among the states and based it on economic lines. The word 'citizen' replaced by the 'customer', and not only states but regions as well developed the patterns for mutual co-operation in the global world. At the onset of the 20<sup>th</sup> century, the phase of Digital Era Governance (DEG) had been emerged in developed world.

The second decade of the twenty-first-century brought more opportunities to transmit innovation, information, and ideas across the globe. It also provided more ways to broaden the sphere of participation in the global economy. The legacy of the Digital Era Governance led towards a world that is more interconnected than ever. Currently, the four flows that are using to connect the world are trade, capital, information, and people. So, to manage the relations of this greatly connected world in the era of digital globalization, there is also growing a need for “Digital Public Administration” (DPA). In the recent decade, trade flows connected the world and the information is also being shared at a large level. A Denmark based Popup Builder website sleeknote provides statistics regarding increasing digital means in shopping, it said that “there are 1.92 billion digital buyers in 2019. That means about a quarter of the world’s population now shops online. And that number will rise steadily in upcoming years. They predicted that there will be 2.14 billion digital buyers



by 2021”<sup>24</sup>. This simply means that by 2021, capital and information flows will also be increased.

The availability of digital platforms to do business changed the nature of global economic relations. Now the world markets are not only available to the great or big multinationals but the small business industries also participated in the global markets. Previously, the flow of trade was mainly export-oriented by the Western block but now the digitalization of the public administration turned the table and the Small and Medium Enterprises (SMEs) are showing their potential at the global level. In the previous era, SMEs lacked the capacity and resources to connect with the greater world economies, but now “for the first time in history, emerging economies are counterparts on more than half of global trade flows, and South-South trade is the fastest growing type of connection.”<sup>25</sup>. Small business firms are getting the status of micro-multinationals due to the use of digital platforms (like Amazon, eBay, Alibaba, Facebook, and so on) to connect with their customers as well as their suppliers abroad. Now even the smallest enterprises became global by involving in cross-border business activities to support the overall economic growth. Because of this trend of micro-multinational, the international flows of trade, capital, information, and people are continuously increasing the level of connectedness. “Over a decade, global flows have raised world GDP by at least 10 percent; this value totaled \$7.8 trillion in 2014 alone. Data flows now account for a larger share of this impact than global trade in goods. Global flows generate economic growth primarily by raising productivity, and countries benefit from both inflows and outflows. The Mckinsey Global Institute Connectedness Index offers a comprehensive look at how countries participate in inflows and outflows of goods, services, finance, people, and data. Singapore tops the ranking of 2016, followed by the Netherlands, USA and Germany. China had surged from 25 to 7”<sup>26</sup>. Individual people are also using digital means/platforms to participate in the global activities and increasing their international connections in search of new and better opportunities.

Now the world has turned into a digital community and in this world, one cannot avoid the global data flows regarding trade, capital, information, and people. Therefore, the regularization of this increased connectivity is mandatory to avoid any catastrophic situation, because the challenges posed by the digitized relations will be played at a global scale. The problems of the digital world relations will need a digital solution. So, the governments and policymakers must think about the digital regularization of the relations among people and states. In this age of digital economy, governments need to offer a useful model for labor market reforms to avoid unemployment at a large scale. Policymakers must consider this model to avoid inequality and imbalance in society. Now the policymakers

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<sup>24</sup> Kristensen, E. (2019, June 26). “Increase E-Commerce Sales with These 9 Actionable Strategies”, <https://sleeknote.com/blog/increase-e-commerce-sales>

<sup>25</sup> MGI, (2016). “Digital Globalization: The New Era Of Global Flows”, San Francisco.

<sup>26</sup> Ibid.

must be well equipped with digital gadgets to coup up with any kind of conflicting situation arising from digital connectivity. So, the governments need to build the necessary digital infrastructure, it will boost up the political and socio-economic position of countries in the digital world because it will establish an open and transparent business and institutional environment for the development of the country. Further, it will also be helpful to protect individual privacy because if the individual privacy is not ensured then it abets the wrong use of personal information in online criminal activities (like the breach of data, dark-net, money laundering, human and drug trafficking, pornography videos (child and adult), hacking, and certain terrorist networks). For the maintenance of privacy in this age when everyone has open and unlimited access to the internet, DPA must be equipped with the rights of censorship and blocking, etc.

Now we can say that the benefits of the digital economy brought great challenges for the public administrators and policymakers to control the cyber-crimes in this faster moving and complex global economy. These illicit global cyber-crimes can be controlled only by the deeply connected international co-ordination to maintain the right balance between capturing development and mitigating risks. This wave of connectedness has the capacity to accelerate the process of growth for those countries who prepared themselves with the optimistic and visionary teams of public administrators. It is true that the “countries benefit significantly from data consumption, not merely from being home to Internet companies and platform providers. Governments may want to consider whether their countries can produce their own robust digital platforms to compete (as China has done), but walling a country off from global platforms while failing to cultivate its own is a harmful combination”<sup>27</sup>. Therefore, the policymakers of the international community must not only think about the benefits of the digital economy and administration but they must enhance their connectivity and co-operation to establish an efficient DPA to extenuate the cyber-security risks. Through this way, the norms of good governance would also gain strength and helps in the process of development of the state.

## Conclusion

After the extended discussion in the paper, it is concluded that public administration plays a key role in socio-economic development of communities on national and global level. For ages, public administration is concerned with domestic and foreign affairs of the governments. However, in modern era, especially after Washington Consensus, the state’s responsibilities have been changed. Now, the responsibility of socio-economic development has been shifted from public to private sector and state has duty to make favorable laws for the flourishing of private sector (which are now called ease of doing business measures). Hence, the contemporary era of development is characterized with democratization, privatization and decentralization which demands flexible laws and

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<sup>27</sup> Ibid.

policies regarding investment and trade to attract foreign direct investment and to reduce barriers for free trade. In this scenario the responsibilities of public administration have also been changed. Now, it is concerned with the art of co-ordination between governmental and private institutions. It helps government to make, implement and evaluate such policies through them private sector can be strengthened within the territorial border of the state and beyond it. However, private sector cannot play its effective role in the process of economic development if the public administration is non-cooperative, inefficient and possess conventional structure of 'command and obey'. So, it is recommended by the author of this paper that digitalization of public administration is the way out for the socio-economic development of the states and regions as well. Because it will make the public administration efficient in service-delivery and policy implementation and enhanced regional and global connectivity among public and private sector to get the goals of sustainable development. In the nutshell the role of government under this new paradigm of administration is supposed more facilitative and less authoritative. The Digital Era of Governance can provide a more open, transparent, and connected forum for the public policy analysis and it can also facilitate expansion in global connectivity as well. So, the process of digitalization of public administration considered quite inevitable for the development at the regional as well as global level.