

# Public Administration and Globalisation

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*Abstract:* Globalization with the revolution of information technology has been dramatically changing human behavior, management of corporations, and governance of states much more than the industrial revolution transformed the agricultural society. Public administration systems appear to help some countries to have far more benefits than others, even if many social scientists believe that international economic, trade, and political systems have played more significant role in helping some countries to get far more benefits than others. Globalization and public administration are enmeshed in a complex pattern of interdependence that cannot easily be untangled, but the World Wide Web provides a transparent window through which to take a closer look at these linkages. The Internet may be viewed both as a cause and consequence of globalization, and as an interactive link to connect it with administrative phenomena.

*Key-Words:* Globalization, public administration, regionalization, Public policies, political systems, integration

## 1. Introduction. What is the globalisation?

The last decade of the XX century put us in front of two very important moments: the European revolutions from 1989-1990 and also the negotiation and the launch of the euro. They have triggered debates and led to a rethinking of the international relationships and of the political, administrative, economic and financial concepts. [1]

Thus, the end of the century and beginning of the new millennium has been characterized by a tight competition between the forces and the conventional methods of social organization (state, nation) and the new appearances (integration, internationalization, globalization)[2], so that, in the international system that configures, some concepts seem to impose, by their frequency: integration, globalization, major concepts, considered by some as a way of reshaping the world, while others are unpredictable sources of trouble.

The state as the traditional major factor in international relations, is in competition with a variety of economical, political, cultural forces in a new formula called governance. A global civilization seems to be the solution towards which we are heading the society in which we live.

Globalization is forcing the states to restructure their national economies, to interconnect with the global economic flows, making them also more vulnerable to the developments in the global economy and to the oscillations of the flows in the world economy. The new ways of economic management of the states, the various competitions between the states competences, plus a number of specific local factors (such as secessionist trends) facilitate a fragmentation of the society. The nation-state ceases to be an effective economic manager[3]. Although the states continue to be the main actors in international business they already suffer losses of sovereignty, functions, power[4]. Many international institutions take over from the states prerogatives, in almost all cases with their consent and they have the right to judge and to coerce what the states make on their own territory even to exercise jurisdiction and control over national issues.

This way, nation-states receive a double blow, on the one hand from the international institutions becoming stronger and more influential, which make a dent in the control over their economies, judicial system, etc. and make them more and more unable to maintain their national character and their cultural homogeneity, and on the other hand, the global market and the globalization mechanisms

which dissolve the authority of the national states, shaping national decisions basing on supranational parameters[5] via many international actors more or less institutionalized. "Called in French mondialization, globalization is often understood as a result of advances in transport and communications which have created networks more and more efficient and faster, covering the whole surface of the Earth. In a broader sense, globalization means the universalization of the economy by reducing national barriers regarding the trade and investment, telecommunications and information systems development, the growth of financial markets located outside the the national borders, the increasing of the role of multinational companies, regional economic integration, in essence, creating a single global market "[6].

Although at national and regional level, different countries are facing a multitude of specific problems of the economic and social process, those essentials for the development are common, regardless of the geographic region or the development of the countries. So, globalization involves processes of the high interdependence in the modern world, generated by the international, economical, political and cultural cooperation expanded, and also by the need to face together the global problems which can not be solved but on a global scale[7]. Contemporary society has generated a series of problems of global nature, whose management goes beyond the national borders and requires a large cooperation of the states in international relations. Economic and social phenomena such as the internationalization of production, the unprecedented increase of international trade, capital finance global markets formation, the persistence of underdevelopment and poverty, the high rates of unemployment, illicit drug trafficking and consumption, resource depletion and environmental degradation are some of the main topics of the international interaction between the economies and the states[8]. Globalization is meant to be a response to the action of finalizing the new international order, glimpsed since the early '70s, marked, however, after the 1990, by a series of elements of instability, the contemporary world today still facing the economic gap between the developed countries and those which are still developing, with the crise of energy shortage, raw materials and the drinking water, the ecological crisis and the attempts to reduce the effects of armed conflicts of the last few years, but also with the possibility of releasing new conflicts.

## **2. Globalization and regionalization - correlative phenomena?**

Many questions arise regarding the phenomenon of globalization: What is globalizing? What escapes to the globalization? How does the process of globalization connect to the regionalization process? Usually it is considered that the debate on globalization includes sectors such as the economy (trade, finance, production), immigration, the ecological military, cultural and political field[9], public administration having tangency with the last one but far from identifying with it. Rightfully says Tiberiu Braila that globalisation is the most important event of the contemporary events as it involves a change of perception where the national administrations, the national state are no longer the best suppliers of goods and services for their regions [10], their role being replaced by other entities. "But like any action arises reaction, globalization is accompanied by a contrary process of regionalization, localization, organization of social and economic life closer to the person and his needs, a process that can sometimes take extreme forms of "tribelisation", degenerating into nationalisms and fundamentalisms of all sorts "[11]. Without being new phenomena, globalization and regionalization know emphasized forms of development today. From their intersection derives a series of important implications in many fields: economic, social, moral, political, cultural, philosophical, the appearance of new mentalities, from where it comes the need of some new actions, of a reformed institutional framework, new categories of thinking politics and lawmakings that could shape a new international order. The globalization engine is the economy that succeeded much deeper than politics or administration to become global, forcing us to update our concepts as much as our behaviors. "Globalization leads to an increased polarization of the richness, to the appearance of richness without nations and of nations without richness. The result of these evolutions, particularly of the deregulation, liberalization of the markets and the capital movements makes that, slowly but surely , the link between the state, the territory, the population and the richness disappear, from where the significant erosion of the national sovereignty, fiscal fundamentals and economical and social policies . At least in economic terms, the war with the space was won." [12] Thanks to a particular technical support, transactions are carried over longer distances with more accelerated speeds. The dynamic became the spirit of the world and one of the most significant aspects wich illustrates the paradigm of the

globalization, a factor of imbalance and at the same time, of transition to a new equilibrium. The increasing of the complexity of the international organizations and of their role and force, came as a consequence. Although they talk a lot about flexibility, they have adopted working patterns somewhat standardized, smoothed for all the countries, that are applied with the power help and the centralization of the informational system, supporting the hegemony of the strong ones on the global market. Thus the force and domination of the multinationals companies, of the large corporations and economical conglomerates grew as never before. Globalization indicates the appearance of a new economy. The traditional system of the closed national economies, or at least protected, entities that establish between them economic relationships through trade and foreign investment leave place to some form of integration-cooperation, increasingly extended to some new specialization and to some increased interdependence, the companies change their international strategies, developing extensive global network, that are using the resources the capacities and potentialities of the market, of the different countries and geographical areas, absorbing them inside a single global strategy. "The time of an unipolar world has past. The U.S. dominated the world as the only global power for only a generation. The future will belong to the continental and regional blocks and to their competition. In the last few years there has been a growing regionalization and internationalization of the production and of the finance, so for both real and monetary economy." [13]. The balance of the economical power has shifted significantly, being called into question the national sovereignty and even the legitimacy of the nation-states, the governmental autonomy and the role of the State. There have appeared other important sub- or supranational actors such as "IMF, World Bank, World Trade Organization as well as numerous regional and local actors, seemingly disparate but connected by invisible wires in a network of interdependencies and potentialities. This lead to talking about a new medievalism, a new political organization, fragmented and decentralized, similar to that of the Middle Ages and opposed to the Westphalian state system that has dominated the modern era, specifically the last three hundred years. This "new medievalism" is only a metaphor that wants to better highlight the fact that the State does not have the same role in the international system, that he is confronting with the emergence of the competing authorities at local, regional and global level, with redefinitions of communitar

identities [14]. Globalization and regionalization are not contradictory but complementary processes, they are mutually supporting. You might even say that globalization incites regionalization, both public actors (going as far as the state) and private ones seeking to integrate themselves in the different formulas to become more credible on the market, stronger in the competitive battle and more attractive for the potential investments or placements of capital. Regional constructions can be considered laboratories for the development of some institutions better suited to the context of globalization, but every experience is interested to identify the best its ambitions, if it aims to succeed, including the EU [15]. There is even a tendency to exacerbate the regionalism, even the separatism, a phenomenon that can be seen even in the countries the most involved in globalization: Canada, Spain, Belgium, Italy, Ireland. The phenomenon resulted after the fall of communism, the disintegration of the USSR, Yugoslavia and Czechoslovakia, different and extremely interesting cases for analysts.

This tendency of regrouping or separating the regions has mainly economic reasons. Thus, supranational integration allows to the actors in question the access to a larger market, allows a more diversified production structure, opened to the different compensation or complementarities between the provinces and between the different economic sectors, such entities or networks can deliver superior advantages in terms of collective goods, infrastructure and improving relationships with the outside. Regional or nationalist attitudes take into consideration the correlative phenomenon of globalization, of uneven distribution of the richness in the world, differences in the development of the countries, important differences in the structure of the labor market, wages etc. What is the role of the state and of the national administrations in dealing with the unavoidable phenomenon of globalization? The answer is given by Joseph Stiglitz: "In my activity – both in the works and in my role as an economical adviser of the the U.S. President and Chief Economist of the World Bank - I have supported the need for a balanced conception regarding the role of the state, of a concept that takes into account both the limitations or the shortcomings of the market and of the state, but in which the two should be seen as acting together as an association, the exact nature of this association being different from one country to another depending on their political and economical development stage. Regardless of the political and economical development stage of a country, the

state plays an important role, weak governments as much as the strong ones have negatively influenced both stability and growth. The Asian financial crisis was caused by the inadequate regulation of the financial sector activity, and the Russian mafia capitalism arose due to the lack of the basic law and order. Without the existence of institutional infrastructure, privatization has led in countries in transition to the assets circumvention, not to the creation of richness. In other countries, given the lack of regulations, privatized monopolies have been able to exploit the consumers better than the state monopolies has made it before some regulations, enterprise restructuring and their solid management led to the acceleration of the economical growth.[16] "Therefore, the state should limit itself to adapt his own socio-economic system to the requirements of the global markets, to ensure the social justice. The dissatisfaction regarding the globalization doesn't come necessarily from the fact that the economical theory is put above all , but rather from the fact that a certain economical concept - market fundamentalism - is placed before all the other concepts [17], perhaps even before the national interests. The opposition to globalization manifested in many parts of the world does not concern globalization itself - the new sources of funds destined to promote the economical growth or the new export markets - but a certain set of doctrines, the politics covered by the Washington Consensus which were imposed by the international financial institutions.", Stiglitz adds. In this global context, the public administration suffers from powerful influences, although they were characterized by an identification with the own interests of the state. What is noticeable is that in the majority of the EU states the only obligatory conditions that every candidate must fulfil in order to have a public function is not only to belong to a specific state belonging to EU, but also to take an oath at the acceptance of a specific function, where the party swears to serve only the interests of the EU as whole and not the interests of a specific state belonging to the EU, this prevents the rising of opposing morals to rise within the EU along with other kinds of interests, such as global ones. Public administration stays strongly linked to the national states, most of the time to the regional and local administration , serving their interests exclusively, in opposition with the global interests .

### **3. Globalization and public administration – influences**

The public administrations of the well-developed countries make unstoppable efforts to adapt to the global market with the purpose of taking advantage of the benefits and opportunities that are offered by the globalization . That is why they adapt their operating mechanisms using as model the corporatist management in the attempt of using in the interest of the public welfare the financial flows and the global economic processes . Also, mostly on the specialists level, it has been questioned the problem of standardization of the administrative activities for achieving a global compatibility . This process had success regionally, generally determined by the ideological barriers , but even nowadays with no agreement on the organization of the public administration and still existing the centralized and decentralized systems. Although at the practical level it was expected that the political projects became the globalization engine of the administrative phenomena , it was noticed that technological phenomena generated the necessary feed-back for reforming the administrations for being able to answer to the global needs. It is about the appearance of the public institutions sites, that became step-by-step a condition imposed by law and their translation in English or in various languages of international circulation. Practically, from each corner of the world it is possible to observe the activity and effectiveness of an institution, and the institutions had to present themselves mutually in an comprehensible manner. Another phenomenon that supports the public administration globalization is the appearance of the high level education institutions in the administrative domain that will create specialists in public administration with similar abilities – as long as the higher educational system answers to some global demanding . A brief research proved that in most of world states, from the American continent to the Arabic states, exist higher education institutions and institutions specialized in forming officials that have a transparent activity, with training programs that are displayed on their sites , at the same time showing a tendency to match them . Even so, the general tendency of this higher educational institutions is given by the accent on the national administration of the sovereign states, under the impact of globalization being necessary that the notion of public administration expands to domains which the specialists in public administration avoid despite the fact that the administration is always facing those problems. We speak about research fields such as : gaps in the covering area of the states with mass communication, the role of patronage,

military forces in public administration, international administration, public policies, “the third sector” – the ONG, non-state organizations, external intervention and technical assistance [18]. The research domain is so unexplored that even the announcing of a possible research direction is a progress.

Globalization changed dramatically the priorities of public administration because of the modification and the extension of administrative actions both inside and outside the states. Even though the state bureaucracies stay fundamental, their functions were considerably modified by the new-made structures by the globalization extension. For understanding the impact of globalization on public administration, generally, we do not only need to look at what happens to the state bureaucracy, but we also need to look at many other levels, including the trans-states ones, or internal organizations or private administrations.

Gaps in the covering area of the states with mass communication ways. Many states can't afford the luxury to have the public administration connected to a global communication system through sites of institutions posted on the Internet. For these states the science-based administration is more difficult and the globalization influence is lower. There are situations when, due to the lack of administrative culture, the sites of institutions don't have a relevant content, which means that instead of posting things regarding administrative issues, they are filled with politicians speeches, so they are used in a propaganda purpose. The public administration from each corner of the world must realize that, belonging to a global world, the usage of sites leads to easier mobilization of resources that could help them handle the huge problems that they are facing.

#### The influence of politics

Generally bureaucratic career are spoken about and it is necessary that this idea is strengthened for an optimized work of administrative systems formed by professional clerks. Even so, some sort of preferences when hiring equally important as technical skills are maintained in different public organizations especially in the under-state ones (the case of federal states) or non-state. We are talking about those specific discriminations, the public administrations or the ONGs (that can discriminate ethnically, sexually, racialist, etc.). It gets even worse if these discriminations are found in public administrations too, at this level existing a political influence, with a considerably negative influence, so it can be said that not only in the occidental industrialized states the recruitment is

based on skills. Unfortunately, the decision makers from the public administrations, because they are politicians, don't have the necessary competences for the job they have, and, at a brief analysis of the public politics application process, it becomes clear that exactly they are the ones that still benefit from favoritism.

Interesting are that the states from Eastern Asia and Eastern Europe, in European countries, so-called states in development that benefited from the globalization, they tried to rationalize the public bureaucracy through the liberalization and privatization, by reducing the government functions and services, also by the mobilization of information technology in public administration. The public administration's systems of transition from Singapore, Taiwan, South Korea, Hungary, Bulgaria, Czechoslovakia helped their countries to benefit from the globalization. For example, the government of South Korea has established “The open system of competitive jobs” in 1999, which was conceived to pick up remarkable talents from the public and private sectors and approximately 20% of their jobs were selected through this system; plus the government introduced the payment system depending on the performance of the worker, also the program of bonus performance for encouraging the competition through the public officials [19]. The Singapore government created the portal eCitizen in 1997 as an unique access to the governmental services, information regarding the integration of governmental services and information according to the intuitive categories, such as “education”, “home”, etc.[20]. In addition to this, these countries seem to have benefited from the globalization, because of the powerful political leading, the technocratic plans of economic development and the efforts of the citizen. The public management of Eastern Asia and Eastern Europe is truly expected to be more rational, more efficient, receptive, responsible and transparent due to the fact that presently the professionalism and the rationality aren't established regarding the behavior and the institutions on this large scale of bureaucracy. [21]

#### Military forces in public administration

Another category of officials that are usually ignored by the specialists in public administration are the military personnel. Traditionally, it was analyzed only the civil service and the military forces were ignored. This fact not only ruins the understanding of the way in which states manage the public affairs, although until now we see more and more military personnel involved in maintaining the peace, humanitarian and military

actions and ONU functions and international and regional organizations or other kinds of organizations. Military schools are even older than the public administration ones and this educational component is necessary because it happens frequently that military personnel have to administrate regions, have to be involved in the management of public functions or even have to become a leading elite.

International administrations: ONU, FMI, OMC, The World Bank, UNESCO, etc.

#### Public policies

Generally the public policies were conceived as part of the administration act and subordinated by it. There is a new approach of public policies from a global perspective taken from the national behaviors that are specific for public administrations. That's why the attention is drawn to the fact that the domain of public administration doesn't identify with the public policies domain. In this way, in USA the differences between public policies and public administration were institutionalized by creating the Association for Public Policy Analysis, APPAM, with main objectives such as: producing instruments and technics for taking public decisions as well as announcing the results of the analysis of politics and studies of management for public organizations and non-profit organizations with the purpose of supporting the decisional factors. At international level it isn't similar to APPAM, maybe it will be possible in the future, especially because the good American practices were imported in many other states.

#### The third sector – ONGs

This third sector of administration becomes more and more powerful and more important at global level, taking day by day more public activities, from the environmental protection, disadvantaged people, to every level of education, researches and different public services. Starting with the idea that the state is a far too expensive administrator, the third sector takes step-by-step more responsibilities that belong to the administration field. This thing isn't lacked of dangers because the level of responsibilities are lower, as well as their control of the state. This kind of organizations also have the disadvantage of having extremely different types of management.

Without any doubt, they have in common administrative characteristics, with or without having an orientation to the market. Regarding the educational system, these organizations are being discussed mostly in institutions specialized in economics, and less in those specialized in administration, which can be considered a big gap.

The globalization created the third sector because of the free access to the world financial resources, and this field is still growing up. It is possible to find out more about this third sector through the International Society of research of the Third Sector, quoting from the declaration of intention the following statement: „In this era of deep change in the way societies are organized, the third sector plays a critical role and won a significant importance in several countries. International research for a better understanding of implications from an economical, sociological, cultural, juridical and political perspective of these changes continues to amplify”[22].

It is compulsory that the ONG sector to be taken seriously into consideration and not only because of its economical aspect, but mostly for the political and administrative one because it has a big capacity to lobby.

#### Non-state organizations

The public administration, drawn to its own issues, has the tendency to ignore the international organizations that belong to the public authorities. Also, and now we refer especially to the federal states and those ones with a more powerful regional component, the national governments, the under states and the regional pay less attention to the specific of the administration at this level. Regarding this subject, there is the International Union of Local Authorities, IULA, created with the purpose of being a source of key information, at a world scale, a source of learning, of exchanging and of the consolidation programs of the capacities for the local democratic government.

#### External interventions and technical assistance

From the many international organizations that try to offer technical assistance in the field of public administration located in the countries in course of development ONU has the best view.

These organizations that offer technical assistance are real creations of the globalization process. They appeared, generally, in the first half of the XX century, lots of governments turned to their support. The activities spectrum is extremely large: from consultancy in the financial and economical field, to the one in the political field under the shape of technical assistance for passing to democratic regimes or even electoral advisory.

## 4. Conclusions

We close this presentation with the remark that, despite of national and regional oppositions, the

globalization already had a powerful impact on the public administration field, and this thing is obvious, not only by researching information on the governments sites, the university sites, associations and others actors interested in it all over the world.

The globalization continues to change the public administration in the non-occidental countries, as well as in the occidental nations and makes it easier to compare the similarities between the non-occidental states and the occidental ones, regarding the systems of public administration and government. The impact of globalization on public administration in the non-occidental states and the states in course of development, even so, is not yet remarkable, as in the west or the well-developed countries. Also, the systems of public administration in many countries in course of development aren't proactive or positives to the globalization yet.

The powerful systems of public administration seem to help more their countries to have more benefits from this process than others, despite the fact that a variety of social and political systems limit the proactive role of the public administration.

The public administration from North America and Western Europe simplified the systems, including the personal, the budget, the organizations through privatization, outsourcing and subcontracting, liberalization, reducing the personal and the government functions and services, and that's why they become more efficient, productive, receptive and transparent. This has an important role and it could help countries to maintain themselves powerful economically and financially, while the well-developed countries have remarkable advantages regarding the transnational corporations or multinationals and the supranational global organizations or the non-government organizations.

Even so, it is yet unknown if the weak systems of public administrations run their countries to have less benefits from the globalization than the other countries because the systems of public administration and government in many countries still in development: states from Africa, Asia and South America are mostly determined by the behavior and instable political structure and weak education. The poor nations have big disadvantages on the world market, because of poor resources, workforce and technology. The poor nations and their citizens are all under the influence of rich nations that have corporative national interests are favorably made for the poor and undeveloped countries economically and technologically. In this situation, the autonomy of public administrations

and the role of public administrations for answering the global forces are likely to be limited.

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