

Occasional Paper Series

Section on International and Comparative Administration (SICA) of the American Society of Public Administration (ASPA)

Special Issue (January 2021)

Table of Contents

Front Matter

- Letter from the SICA Chair (p. 2)
- Letter from the Editor (p. 3)
- Letter from the Guest Editor (p. 4)

Policy Brief

- Global Comparative Public Administration and the Practice of Cultural Competence, *Aroon Manoharan, Ph.D. and Tony Carrizales, Ph.D.* (pp. 5-11)
- Combating the Institutionalized Dowry in India, *Suparna Soni, Ph.D.* (pp. 12-16)

Research Idea

- Where Petty Meets Deep, Towards an Integrative Theory of Synthetic Distinctions of Corruption, *Oliver Meza, Ph.D. and Elizabeth Pérez-Chiqués, Ph.D.* (pp. 17-23)

Viewpoint

- From Domestic Public Service to Global Agendas: Employing Comparative Public Administration Courses to Bridging between Life, Lessons and Learning, *David Bell, Ph.D.* (pp. 24-30)

Note: No responsibility for views expressed by authors in the SICA Occasional Papers Series is assumed by the Section on International and Comparative Administration (SICA) or the American Society of Public Administration (ASPA).

Letter from the SICA Chair

It is my honor to introduce the first Special Issue of SICA's *Occasional Paper Series*. This Special Issue is edited by my friend (and former PhD classmate) Mohamed Alaa Abdel-Moneim, PhD. Mohamed and I sat next to each other during David H. Rosenbloom's infamously tough "Intellectual History of Public Administration" course at American University in Washington DC. It gives me joy to see Mohamed take part in SICA and to help our comparative, international, and development administration scholarship move forward.

Two milestones are celebrated with this Issue. It is the *Series'* first Special Issue. But it is also the *Series'* first issue focused exclusively upon papers accepted for SICA's 7th Annual Riggs Symposium in April 2020. While COVID-19 led to the cancelation of the conference, it did not hamper participants from continuing their research and sharing their outputs with the *Series* audience. This partnership between SICA's Riggs Symposium and SICA's *Series* will continue into the future.

This Special Issue has two Policy Briefs, one Research Ideas, and one Viewpoint. With articles focused on the necessity of comparative public administration within NASPAA accreditation (Manoharan and Carrizales, Policy Brief) as well as a conversation about pedagogy within our comparative administration classrooms (Bell, Viewpoint), the authors encourage our readers and our colleagues to engage in comparative administration teaching. The importance of that task is highlighted in both articles.

This Issue also contains a provocative article on institutionalized dowry in India (Soni, Policy Brief) that contextualize this event and offers policy recommendations for the future. This is followed by an article which uses grounded analytical theory (Meza and Pérez-Chiqués, Research Idea) to create a corruption consolidation framework that explains ongoing corruption in two Mexican municipalities despite ongoing anti-corruption institutional efforts.

Special thanks to Cristina Stanica, PhD for formatting this Issue as well as the *Series'* multiple reviewers who have kindly taken time out of their day to blind review each article.

As our *Series* continues to evolve, we continue to seek your comments. If you enjoyed reading this Issue, please let us know. If you have ideas for future issues or would like to submit your own article for consideration, please contact us.

--Kim Moloney, Ph.D., SICA Chair and Senior Lecturer, Murdoch University, Perth Australia

Letter from the Editor

I am pleased to introduce the special issue of the SICA Occasional Paper Series. The goal of the Paper Series is to provide a platform for highlighting diverse perspectives on various international and comparative issues that are becoming more relevant in an increasingly global environment. The public issues being faced today are increasingly global in nature and each issue has the potential for global impact. It is therefore important that public administrators and public policy makers develop international, comparative, and development perspectives as they address each issue. Such understandings will enable global actors to develop solutions that are feasible, sustainable, and lead to increased cooperation.

The Paper Series invites submissions under any of the following formats: Policy Briefs, Practitioner Perspectives, Research Ideas, and Reflections.

The special issue includes four papers from scholars located in the United States and Mexico, in addition to one article based on field experience in India. The topics of focus include connecting domestic public service to global agendas, theory of corruption, addressing the issue of dowry, and pedagogy of global and comparative public administration.

Each article emphasizes the importance of international and comparative public administration, its relationship with development administration, and what is the significance of the internationalization of our public administration and public policy research and pedagogy. We hope you learn as

much from our authors in this reinvigorated *Series* as I did.

The next issue of OPS will be published in April 2021. If you wish to submit your paper for consideration, now is the time. Please visit our website for further information:
<https://aspasica.wordpress.com/occasional-paper-series/>

I look forward to receiving your submissions.

-- Aroon Manoharan, Ph.D., Associate Professor,
University of Massachusetts at Boston; Editor-in-Chief, Occasional Papers Series.

Letter from the Guest Editor

The purpose of this special issue of the Occasional Papers Series is to provide a platform for exchanging ideas and perspectives based on the submissions presented to the Riggs Symposium of ASPA 2020. The Symposium put forward an important question for comparative public administration scholars; that is: “Does democracy deliver?”

The scholars who have submitted to this issue have contributed from pedagogical, educational, and policy perspectives. David Bell, from Indiana University-Bloomington, and Aroon Manoharan, University of Massachusetts at Boston, address the teaching of comparative public administration from two different perspectives. Bell presented an outline for a basic graduate-level course dedicated to preparing students for working in a global environment. Manoharan, on the other hand, presented an overview of the status of teaching comparative public administration at the graduate level in NASPAA-accredited institutions. Both articles suggest the need to expand the comparative perspective in teaching public administration at the graduate level.

From a comparative policy perspective, Oliver Meza and Elizabeth Pérez-Chiqués, from the Center for Research and Economics Teaching in Mexico, elaborate on how corruption operates, and becomes consolidated, at the local level in two Mexican cities. Suparna Soni, SUNY-Buffalo State University, elaborates on the cultural embeddedness of the dowry institution in India and the government’s efforts to prohibit this practice.

These contributions present a rich combination of articles that direct attention to the importance of education and analyses that build on a comparative focus. While the first two articles focus on the role of academic institutions, the latter two focus on cultural values and institutionalized practices as dimensions that should guide the government’s approach to implementing reform policies.

Despite the cancellation of the 2020 Riggs symposium due to the COVID-19 pandemic, we are pleased by the amount of interactions and engagement that took place within SICA, and with other ASPA sections. The Heady roundtable, which focused on “Women in Administration and Policy,” attracted participants from other ASPA sections as well. We were also pleased with the contributions we received for this special issue of the OPS.

The SICA – OPS Committee is currently attempting to build on the diverse body of scholars and practitioners in the ASPA community to introduce special region-focused issues of the OPS, including issues dedicated to comparative public administration in Africa, Latin America, Eastern Europe, MENA, etc. We ask you to stay tuned for our upcoming CfPs, and encourage those interested to present proposals for guest editing regional focused issues of the OPS. Please keep following our website for more updates: <https://aspasica.wordpress.com/>.

-- *Mohamed Alaa Abdel-Moneim, Ph.D., Assistant Professor, Faculty of Economics and Political Science, Cairo University, Egypt.*

Policy Brief

Global Comparative Public Administration and the Practice of Cultural Competence

Aroon P. Manoharan, Ph.D.¹
Tony Carrizales, Ph.D.²

Abstract: Recent decades have witnessed an increasing focus on global issues that often require a multiregional approach to developing and implementing solutions. Such challenges need both support from local stakeholders and cooperation from global players to ensure that policies formulated to work across various regions remain consistent and avoid conflicting solutions. In short, public administrators and policymakers can no longer focus solely on local issues. They must develop a global understanding of public problems and develop holistic sustainable solutions. The training and education of such public sector employees with global and comparative perspectives is becoming more essential. Academic programs need to integrate such perspectives in their core curriculum. There are also several international organizations, such as the United Nations, World Bank, and Organization for Economic Cooperation and Development (OECD), that focus on global issues and assist many nations in developing responses. The increasing role and influence of such organizations creates the need for a new generation of global public

¹ Associate Professor, University of Massachusetts, Boston, aroon.manoharan@umb.edu

² Associate Professor, Marist College, tony.carrizales@marist.edu

administrators who can function with an international and comparative perspective.

This commentary reemphasizes the arguments made by Manoharan et al. (2018) in their article titled “Global Comparative Public Administration - Are MPA Programs Responding to the Call” published in *Teaching Public Administration*. Academic programs need to internationalize their curricula and train the next generation of public administrators and policy analysts. The study focused on member institutions of the Network of Schools of Public Policy Affairs, and Administration (NASPAA) and discussed how programs approached comparative education through courses, concentrations, and other methods of learning. This paper further reflects upon their findings in the context of diversity and equity and highlights the area of Cultural Competence as one aspect that can be further included in comparative governance. As issues of diversity and equity continue to be critical areas of discussion for public administration and policy within the United States, in this paper, we explore how comparative administration can view such educational areas globally.

Manoharan et al, (2018) point out, “the lack of focus on equity is striking, since most developing nations are now designing inclusive policies for promoting gender equity, health equity, and social justice.” (p13). Specifically, discussions on cultural competence lend themselves to studies in comparative public administration. Cultural competence underscores the diversity of communities throughout the world and how governments can best serve their culturally diverse residents. The study and practice of cultural competence does not focus on any one culture or group but rather recognizes that cities and municipalities throughout the world are home to a diverse

group of citizens, which continually grow in diversity.

Focus on Comparative Public Administration

With the growing connections and collaborations between regions through market globalization, there is an increasing interest in public administrative systems, rules, laws, and governance. The expertise resulting from a foundation of knowledge that includes an understanding of global public administration can help overcome disciplinary boundaries and provide insights into solving some of the most complex cross-border problems. In certain respects, renewed interest in this subject can be attributed to the influence of new public management (NPM), along with the introduction of the concepts of 'international development management' or 'development management' as opposed to 'development administration' (Guljarani and Kim, 2012).

Global and comparative public administration has long been a tradition in the discipline. After a brief decline, it is now gradually gaining focus and attention from researchers. Many scholars have studied global experiences to gain a better understanding of their public administration systems (Heady, 2006, Tummala, 1998, Ventriss, 1991). Some of the early comparative initiatives were criticized for ignoring local context in their advocacy for administrative capacity building (Jreisat, 2005). Scholars now tend to pursue an ecosystem approach in understanding and reforming a region's administrative system. Riggs (1964) recommended a culture-centered framework that considered the influence of political, economic, social, and symbolic institutions, in shaping a public administrative system. Jreisat (2011) further emphasized that comparative public administration can provide a crucial platform in today's global and

information-based societies. With increasing contact between people and governments from different regions of the world, there is also a growing interest in the comparative study of public administration and administration law, and this is arising out of social necessities rather than idle curiosity (Cendrowicz, 2018). The role of the state is also being questioned with increasing globalization, and the resulting rise of non-governmental organizations, businesses and public-private entities (Moloney and Stone, 2019). The future of public administration will be global and comparative, and development administration will be a fundamental component in "New World Order" as all nations are at various stages of development (Farazmand, 2019).

Teaching Comparative Public Administration

Many academics have emphasized the need for a global and comparative perspective in the curriculum of academic programs in public affairs, public administration, public policy and related fields. "Globalization impacts education from a multidisciplinary perspective and the field of public administration is in a unique position to shape this commingling of different perspectives to form a shared common framework. Such an education would allow students of public administrators and public policy to form a global perspective and enable them to develop sustainable solutions to national and local issues" (Manoharan et al, 2018, 2). MPA and MPP programs emphasize inculcating leadership and management skills and we need leaders and public administrators with cross-national analytical skills.

Heady (2001) even recommended the "mainstreaming" of comparative administration in universities' curricula that can enable learning from other's experiences

and further encourage the adoption of smart strategies on targeted environments (Bardach, 2000). When adapting an idea to another region, public administrators should take into account the cultural differences between the different regions (Rutgers, 2004). Thus, the global and comparative perspective only enhances public administration (Hou et al. 2011) and can be extended to several topics in the discipline.

The study by Manoharan et al (2018) focused on global/comparative course offerings in the 296 NASPAA member schools in 2015 (25 located outside US). The study found that 92 of 271 (34%) NASPAA member schools offered at least one course on “global / comparative” public administration. This percentage was higher among the 175 accredited programs, of which 79 (45%) had such a course. Less than half of these programs listed the CPA course as a core requirement: 37 (41%) member schools and 28 (35%) accredited programs. These numbers are also abysmally low when compared to all the programs included in the study. As the authors pointed out, more than two-third of the graduates of the examined programs do not have any academic exposure to comparative public administration.

The focus of most of these courses was on governance and policy. Additional areas of concentration were ethics, leadership, disaster relief, development, human rights, non-profit organizations, gender, energy, and conflict mediation. The following table shows the results of a content analysis of topics in the syllabi and course descriptions

In terms of regional focus, there was a wide interest in studying China’s administrative system, along with Brazil, Ghana, South Africa, South Korea, Switzerland, and the

United Kingdom. Broadening the discipline is also important. Fitzpatrick et al. (2011) noted that comparative public administration studies were traditionally centered on European, Asian, and North American countries, but have recently begun incorporating countries from Africa and South America.

Diversity and Cultural Competence

With an increasing globalization and international collaboration, public administrators must have sufficient understanding of the inner workings of public administrative systems around the world. Graduate programs are the primary entry point for public administrators and policymakers to formally study the discipline. It is important that they incorporate courses with international and comparative perspectives. The 2018 article by Manoharan et al examines this trend among MPA/MPP programs in the United States based on a review of their curriculum and finds that programs were not adequately responding to the call for global and comparative public administration. They lacked the necessary elements to form a comprehensive understanding of governance systems that have arisen in response to global integration and interdependencies. The courses also lacked a focus sufficiently broad enough to include a representative sample of the world’s many regions.

Overall, Manoharan et al (2018) found that about 45% of US accredited programs offered a course in CPA. This is a positive outcome because it was an increase from previous studies. Exposure to global administrative practices provides students with better perspectives for understanding their strengths and weaknesses in terms of efficient and equitable service delivery as well as some familiarity with global and local business

practices. But the data also indicated that many of the courses were skewed toward certain regions of the world and lacked a broader focus in terms of the regions covered. Only a few member schools and accredited programs required these courses as part of their curricula (16% of accredited programs and 13.7% of member schools). Manoharan et al (2018) also found 25 schools that offered a degree or concentration in CPA.

Although a wide range of administrative functions were covered in these courses, there was little focus on topics related to equity and diversity that are integral to many segments of societies across the world. As Manoharan et al, (2018) point out, “the lack of focus on equity is striking, since most developing nations are now designing inclusive policies for promoting gender equity, health equity, and social justice.” (p13). Such a focus would enable students to gain a better understanding of policy initiatives in other nations.

Cultural competence in comparative public administration education underscores the diversity of communities throughout the world and how governments can best serve their culturally diverse residents. The study and practice of cultural competence does not focus on any one culture or group but rather recognizes that cities and municipalities throughout the world are home to a diverse group of citizens.

Cultural competence within the context of public administration is a growing area of research and practice (Bailey 2005, Carrizales 2010, Rice 2008 and Norman-Major & Gooden 2012). Cultural competence is a practice that government organizations and programs can take to be a more effective means of delivering their services by considering the customs, languages, and

cultural practices of diverse populations. Cultural Competence can be viewed through a framework of accountability that underscores four systems—Bureaucratic, Legal, Professional, Political; stated another way, these are four opportunities for government agencies to improve their overall effectiveness (Carrizales, 2019). The accountability framework allows for a critical look at where government entities can make necessary shifts toward cultural competency.

Cultural Competence Accountability
 (Carrizales, 2019)

Bureaucratic	The first system of cultural competency accountability, Bureaucratic, is grounded in operating procedures with rules and regulations that can foster cultural competency practices.
Legal	The second accountability system, Legal, is underscored by the laws and mandates from varying sources of authority.
Professional	The third approach in cultural competence accountability is Professional, which underscores the cultural competency standards by which academic and professional institutions can help advance.
Political	The fourth and final accountability system, Political, emphasizes the role of the public - calling upon democratic practices and community partnership.

Conclusion

The addition of global comparative cultural competence into the public administration curriculum is not as simple as adding a required course to an existing program. These content areas should build off research, discussions, and practices. Some possible takeaways are noted below that can help further the curriculum integration of diversity and cultural competence into global comparative public administration.

Public administration associations, such as American Society for Public Administration (ASPA), NASPAA, and AAPAM, can collaborate with similar professional associations across the world and hold joint conferences or workshops to promote awareness of global and comparative topics of study. Academic programs can collaborate with international universities in developing exchange programs for students and faculty. Such partnerships can also facilitate internships for students in other global locations or with international organizations such as the United Nations. Programs can also incorporate a study abroad component for specific courses.

Lastly, as we witnessed during this pandemic, many programs are teaching online. New possibilities for teaching across boundaries are opening up topics of global diversity and equity. Faculty can invite guest speakers and other faculty from other nations to discuss issues surrounding their public administration systems.

The study found many program directors were proactive in using distance-learning platforms for their courses. With these advances in digital learning technologies, they can experiment with more hybrid learning options

and incorporate both synchronous and asynchronous modes. Some of the challenge in providing such courses may be the lack of qualified faculty. The solution seems to be offering collaborative courses taught by faculty from many locations. This would require a certain level of flexibility in the program curriculum and a willingness on the part of the program and faculty.

Topics on social equity and diversity are not limited to any one country or region. Although different historical contexts may provide for varying developments in policy and practices - the knowledge, skills, and values that can be learned through best practices and comparative approaches as well as the willingness to collaborate across borders is essential for the next generation of public administrators and policy makers.

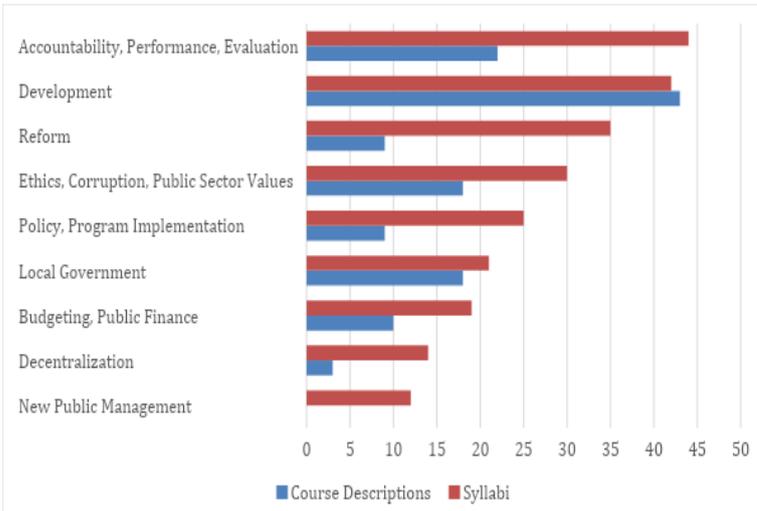
References

- Bailey, M. L. (2005). Cultural competency and the practice of public administration. In Mitchell F. Rice (ed.) *Diversity and public administration: Theory, issues, and perspectives*. Armonk, N.Y.: M.E. Sharpe, pp. 177-196.
- Bardach, E. (2000). *Practical guide for policy analysis: The eightfold path to more effective problem solving*, Thousand Oaks, CA: CQ Press.
- Carrizales, T. (2010). Exploring cultural competency within the public affairs curriculum. *Journal of Public Affairs Education*, 593-606.
- Carrizales, T. (2019). Cultural competency: Administrative accountability and responsibility. *Public Administration Quarterly*, 43(1), 28-51.
- Cendrowicz, D. (2018). On the need for comparative study of public

- administration and administrative law, University of Wroclaw (pp. 35-43).
- Farazmand, A. (Ed.). (2019). *Handbook of comparative and development public administration*. CRC Press.
- Fitzpatrick, J., Goggin, M., Heikkila, T., Klingner, D., Machado, J., & Martell, C. (2011). A new look at comparative public administration: Trends in research and an agenda for the future. *Public Administration Review*, 71(6), 821-830.
- Gulrajani, N., & Moloney, K. (2012). Globalizing public administration: Today's research and tomorrow's agenda. *Public Administration Review*, 72(1), 78-86.
- Heady, F. (2001). *Public administration: A comparative perspective*. CRC Press New York: Dekker.
- Heady, F. (2006). Comparison in the study of public administration. In Eric E. Otenyo & Nancy S. Lind (eds.), *Comparative public administration (Research in Public Policy Analysis and Management, Volume 15)* Emerald Group Publishing Limited.
- Hou, Y., Ni, A. Y., Poocharoen, O.-O., Yang, K., & Zhao, Z. J. (2011). The case for public administration with a global perspective. *Journal of Public Administration Research and Theory*, 21(s1), i45-i51.
- Jreisat, J. E. (2005). Comparative public administration is back in, prudently. *Public Administration Review*, 65(2), 231-242.
- Jreisat, J. E. (2011). Commentary-Comparative public administration: A global perspective. *Public Administration Review*, 71(6), 834-838.
- Manoharan, A. P., Mirbel, W., & Carrizales, T. J. (2018). Global comparative public administration: Are graduate programs responding to the call? *Teaching Public Administration*, 36(1), 34-49.
- Moloney, K., & Stone, D. (2019). Beyond the state: Global policy and transnational administration. *International Review of Public Policy*, 1(1: 1), 104-118.
- Norman-Major, K. and Gooden, S.T. (2012). (Eds.), *Cultural competency for public administration*, Armonk, N.Y.: M.E. Sharpe.
- Rice, M. F. (2008). A primer for developing a public agency service ethos of cultural competency in public services programming and public services delivery. *Journal of Public Affairs Education*, 14(1), 21-38.
- Riggs, F. W. (1964). *Administration in developing countries: The theory of prismatic society*, Boston: Houghton Mifflin.
- Rutgers, M. R. (2004). Comparative public administration: Navigating Scylla and Charybdis global comparison as a translation problem. *Administrative Theory & Praxis*, 26(2), 150-168.
- Tummala, K. (1998). Comparative study and the section on comparative and international administration (SICA). *Public Administration Review*, 58(1), 21.
- Ventriss, C. (1991). Contemporary issues in American public administration education: The search for an educational focus. *Public Administration Review*, 51(1), 4-14.

Appendix

Table 1:



Policy Brief

Combating the Institutionalized Dowry in India

Suparna Soni, Ph.D.³

Abstract: The parents of young daughters are often forced to make a large payment to the groom's family to get their daughter married. As a marriage gift from the bride's family to the bride on her marriage, dowry's voluntary practice hardened into a compulsion, which also causes women suppression and the 'dowry death' of girls. Despite the Dowry Prohibition Act, 1961, the National Crime Records Bureau (NCRB) of India records several thousand of dowry deaths each year, which indicates the lack of effectiveness and enforcement of the existing law that narrowly finds the legal solutions for a social problem without understanding the culturally imbedded and institutionalized practice. The existing literature also often reifies the marriage market's cultural bias in which dowry practice is nested, which omits women's value. This article follows up on the research, "Institution of Dowry in India: A Theoretical Inquiry," by Soni (2020) and provides some policy recommendations. The aspects of subjective belief, cultural context, and legitimization critically contribute to the dowry's enduring phenomenon. Accordingly, policy measures should be geared towards declining

³ Assistant Professor, SUNY-Buffalo State, sonis@buffalostate.edu

institutional efficacy while altering the broader context in which actors behave. Alternate non-punitive policy measures, such as — recognizing and positively incentivizing the non-dowry marriage— should reduce the culturally embedded practice of dowry and dowry deaths. The non-punitive measures to combat culturally embedded social evils have more widespread policy implications within and outside India.

Context of the Problem

The dowry practice's voluntary aspect hardened into a compulsion for young daughters' parents to make a large payment to the groom's family to get their daughter married, which resulted in several detrimental consequences from female infanticide to dowry death. Research (Srinivas & Bedi, 2007; Bloch & Rao, 2002) has shown that dowry leads to increased wife-beating and physical and mental assault of women because of their in-laws' aspirations and greed to obtain more dowry from the brides' family. Domestic violence against women is systematically used as a bargaining means to extract additional transfers (Bloch & Rao, 2002). As social stigma is attached to separated and divorced women, women continue to stay in abusive marriages due to their conscience or family pressure. The NCRB⁴ records a rising number of dowry deaths every year; in 1995, the recorded dowry death cases were 4668, which rose to 7634 in 2015.

Thus, despite the policy to curb the crime of dowry deaths, the practice of dowry and crime against women continues. The contemporary situation indicates the existing punitive legal policy's inefficacy to combating dowry and dowry death crime. Accordingly, the policy measures are required to recognize the cultural

⁴ <https://ncrb.gov.in/>

context of dowry in which actors behave and interact. Although the existing literature provides partial explanations, they often reify the marriage market's cultural bias in which dowry practice is nested, which omits women's value. Regardless of being educated or employed, women substantially contribute to a family's economic well-being as a child-bearer and homemaker (Oxfam 2019; Singh & Morey, 1987). Nevertheless, in general, the societies either do not count or take these contributions for granted, reflecting the marriage market's cultural bias that embraces dowry. Ironically, theories explaining the phenomenon of dowry as an outcome of the marriage market equilibrium also implicitly accept and conform to the marriage market's cultural bias. Hence, theories that often accept this culturally biased marriage market remain limited in explaining the dowry's enduring practice.

Correspondingly, the policy measures also appear to disregard subjective belief, cultural context, and legitimization, which critically contribute to the dowry's enduring phenomenon. As a result, the punitive legal approach proved ineffectual in restraining the dowry and crime of dowry deaths. Institutions often exhibit "enduring" and "resilient" phenomena (March & Olsen, 2006, p. 4). The dowry institution is culturally embedded and socially embraced by society; therefore, the social and cultural aspects of dowry's institutionalization need to be recognized in policy measures.

Existing Policy and Policy Alternatives

The Dowry Prohibition Act, 1961, amended and revised several times, legally prohibits dowry. According to the Act, dowry is defined as:

"Any property or valuable security is given or agreed to be given either directly or indirectly by one party to a marriage to the other party to the marriage, or by the parents of either party to a marriage or by any other person to either party to the marriage or any other person; at or before or any time after the marriage in connection with the marriage of said parties."

The Dowry Prohibition Act, 1961, aimed to control women's ill-treatment by their husbands or in-laws by including Section 498A in the IPC (Indian Penal Code) in 1983, which recognizes cruelty against a married woman by her husband and in-laws as a crime for which it lays down the punishment of imprisonment extendable up to three years and/or fine. However, the statistics (NCRB) indicate an alarming increase in women's suspicious death in matrimonial homes. Hence, the lawmakers inserted two more provisions – Section 304B in the IPC and Section 113B in the Indian Evidence Act, 1986. The policy was meant to restrain the rising incidences of Dowry Deaths by making special provisions for prosecuting those accused of killing women for dowry. Section 304B deals with both the homicidal and suicidal death of a woman. According to the law-

"The death of a woman is caused by any burns or bodily injury or occurs otherwise than under normal circumstances within seven years of her marriage, and it is shown that soon before her death she was subjected to cruelty or harassment by her

husband or any relative of her husband for, or in connection with, any demand for dowry, such death shall be called "dowry death," and such husband or relative shall be deemed to have caused her death."

Similarly, section 113B of the Indian Evidence Act, 1972, deals with the presumption, if soon before a woman's death, she has been subjected by her husband and in-laws to harassment or cruelty, then it is to presume that such person had caused the dowry death. Despite the special legal provisions, dowry is practiced, and dowry related crimes are increasing. According to the latest data, India loses 21 lives to dowry every day; however, data suggest that out of the total number of cases registered, 93% of the accused were charge-sheeted, but only one third resulted in a conviction⁵.

Actors' subjective belief coupled with cultural context creates self-reinforcing path-dependent sequences for the enduring phenomenon of dowry practice. Actors' beliefs tied with cultural context create a self-reinforcing path-dependent mechanism, contributing to dowry's enduring phenomenon. According to insights drawn from the path-dependent analysis, essential measures should be identified to combat dowry. Change is possible when the values or subjective beliefs of actors change. Such changes in actors' subjective perception could be triggered by the decline in institutional efficacy or new ideas by the social or political leaders (Meyer & Rowan, 1977). However, the cultural account suggests that change is not possible by merely changing the belief system. It would require changing how

⁵ <https://www.indiastat.com/>.

people behave toward one another while influencing the institutional externalities, which possibly can undermine existing institutions. Thus, by combining these arguments, change is possible through altering the belief system and changing the cultural context in which actors interact and treat one another.

Policy Recommendations

Drawing from the theoretical analysis, the following policy recommendations are listed to combat the institutionalized dowry:

1. The dowry institution should not be seen in isolation, as actors behave in one context depending on other current contexts. Likewise, actors "respond to incentives or disincentives not on an institution-by-institution basis, but with an eye on the broader context" (Bednar & Page, 2006, p. 10). Hence, policy measures should be geared towards declining institutional efficacy while altering the broader context in which actors interact. For instance, positives incentives and recognition such as certificate, scholarship, a tax benefit for non-dowry marriages, inter-caste marriages (that skips dowry), and low-cost weddings could be considered. Marriages without dowry are neither valued nor appreciated socially, which often demotivates actors in practicing such events. A supportive structure that will reinforce society's value and preference for "dowryless marriages" (Saini, 1983, p. 1) could alter the cultural context that approves dowry. While these tangible or intangible incentives will encourage people to skip dowry, it could also alter the cultural externalities in which actors interact or treat each other.

2. Informal rewards (such as praise in public, letter of recognition, and other social incentives) should be useful in securing compliance (Braithwaite, 2002). The state capacity to monitor and punish noncompliance with the Dowry Prohibition Act is often limited, especially when society embraces it. Therefore, the policy should focus on voluntary compliance rather than coercion (Tyler, 1997). Informal rewards will create a favorable cultural context for securing voluntary compliance.
3. Specific measures should be considered to recognize the economic and social value of women. The introduction of new ideas by the social or political leaders, such as gender sensitivity workshops at school, and college level, could help create awareness for women's value for their contributions in formal or informal sectors. Recognition for women's contribution should eventually help to delegitimize the institution of dowry practice by altering the cultural context that approves dowry.
4. The dowry's primary stakeholders, including young boys and girls, should be engaged in the change process. It is crucial to sensitize and mobilize the stakeholders to root-out sex-based prejudice and discrimination. Moreover, the scattered and sporadic consensus against dowry should be organized at a common platform for effective social reform.
5. The public and NGO practitioners should consider altering the strategic environment in which actors behave through non-punitive measures. For instance, street-level bureaucrats and local NGOs can be instrumental in recognizing women's economic and social value by offering

positives incentives such as praise in public, letter of recognition and certificate for non-dowry marriages. NGOs can also be instrumental in organizing the scattered and sporadic consensus against dowry.

References

- Bednar, J., & Page, S. E. (2006). Culture, institutional performance, and path dependence. *eScholarship University of California*, 1-35.
- Bloch, F., & Rao, V. (2002). Terror as a bargaining instrument: A case study of dowry violence in rural India. *American Economic Review*, 92(4), 1029-1043.
- Braithwaite, J. (2002). Rewards and regulation. *Journal of Law and Society*, 29(1), 12-26.
- Meyer, J. W., & Rowan, B. (1977). Institutionalized organizations: Formal structure as myth and ceremony. *American Journal of Sociology*, 83(2), 340-363.
- March, J. G., & Olsen, J. P. (2006). Elaborating the "new institutionalism", *The Oxford handbook of political institutions*, 5, 3-20.
- Oxfam Briefing Paper (2019). *Private wealth or public good*, Retrieved April 11, 2019 from https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620599/bp-public-good-or-private-wealth-210119-summary.pdf?utm_source=indepth.

Saini, D. S. (1983). Dowry prohibition: Law, social change, and challenges in India. *Indian Journal of Social Work, 44*(2), 143-152.

Singh, R. D., & Morey, M. J. (1987). The value of work-at-home and contributions of wives' household service in polygynous families: Evidence from an African LDC. *Economic Development and Cultural Change, 35*(4), 743-765.

Soni, S. (2020). Institution of dowry in India: A theoretical inquiry. *Societies without Borders, 14*(1), Article 10.

Srinivasan, S., & Bedi, A. S. (2007). Domestic violence and dowry: Evidence from a South Indian village. *World Development, 35*(5), 857-880.

Tyler, T. R. (1997). Procedural fairness and compliance with the law. *Revue Suisse D'Economie Politique et de Statistique, 133*, 219-240.

Research Idea

Where Petty Meets Deep: Towards an Integrative Theory of Synthetic Distinctions of Corruptions

Oliver Meza, Ph.D.⁶

Elizabeth Pérez-Chiqués, Ph.D.⁷

Abstract: This brief article summarizes the authors' construction of a grounded analytical framework for understanding corruption consolidation in local governments. This framework aims to minimize some of the shortcomings of existing corruption indexes for environments in which corruption is widespread and normalized. It approaches venal and petty corruption as symptomatic of wider patterns of governing in these settings. The comparative case study of two Mexican cities helps illustrate how corruption operates in local governments as a competing governance system, capable of remaining in place despite changes in actors and the anti-corruption institutional environment.

Introduction

Intellectual efforts to address the complex issue of corruption have led researchers to separate and identify features and types of corruption, in order to allow for differentiated assessments

⁶ Center for Research and Economics Teaching, oliver.meza@cide.edu

⁷ Center for Research and Economics Teaching, elizabeth.perez@cide.edu

and strategies. Nonetheless, this approach might not be the best strategy for understanding and addressing systemic corruption. These are environments where corruption is widespread and normalized and where distinct types of corruption coexist and are inter-related. The lack of consideration given to these coexistences is notable, resulting in policies that reflect a synthetic or artificial distinction of corruption, and that contribute to ineffective anti-corruption measures.

We make a two-fold contribution. First, we show the advantages of understanding dyadic interactions and other types of corruption as interrelated rather than in isolation (Bozeman et al., 2018; Meyer-Sahling et al., 2018), and address dyadic corruption as a symptom of wider patterns of corruption and governance (Strach et al., 2019).

Second, we provide a grounded framework to understand how corruption becomes consolidated across governmental processes, competing with or dominating, formal institutions. By consolidation of corruption, we refer to a level of stability reached by corruption processes that are self-sustaining and prove difficult to revert.

Our study employed a two-stage mixed-methods research design. A theory induction phase served to uncover preliminary concepts about consolidation of corruption seen in City A. A theory construction phase followed. Instrument design was guided from the previous phase, which enabled a systematic but flexible immersion into the field, Cities A and B, which allowed for the elaboration of four propositions that constitute the corruption consolidation framework. We argue that this framework helps understand nuances of how corruption is consolidated, according to the socio-economic and political environment, and

helps address some of the shortcomings of the comparative literature that result from the application of a frame developed in environments where corruption is an exception to environments in which corruption prevails.

Corruption Types and Their (Lack of) Coexistence

A common motivation for the deconstruction of corruption in its independent modalities has been the need to clarify types of corruption to craft policies (Bussell, 2015). Distinctions have helped define a theory of change for addressing corruption that is adequate for environments where corruption is an exception. Nonetheless, understanding connections among distinct types of corruption is not a trivial aspect but a necessary one to tackle, especially if the aim is to curb the proliferation of corruption within policy processes. Recent developments on systemic corruption call for understanding the dynamic character and the resiliency of these informal systems, which can circumvent almost any anti-corruption reform (Persson et al., 2013; Jancsics & Jávora, 2012).

Studies that conceptualize corruption can be classified into three main categories. First, studies that focus on the observance of dyadic or exchange relations, that is, interactions and behaviors at the individual level (Della Porta & Vannucci, 1997; De Graaf, 2007; De Graaf G. & Huberts, 2008; Lambsdorff, 1999; Plaček et al., 2018). This approach is often modeled using the principal-agent model (Della Porta & Vannucci, 1997) or portrayed as the illegal exchange of public resources or a hidden interaction with illegal consequences (De Graaf G. & Huberts, 2008; Plaček et al., 2018). Dyadic relations are the bases for some of the most frequently used corruption explanatory models given that it consists of a well-bounded phenomenon that is easy to operationalize.

Nonetheless, this model assumes-away some of the factors that are most important in sustaining corruption, such as in-group affiliation.

A second category adopts an institutional approach. The main characteristic of the approach is that it explains corruption using social or collective mechanisms that organically result in, promote, or involve, corrupt practices. For instance, Jancsics (2019) distinguishes between social bribes and market-based corruption, while the latter is reliant on the calculation of an individual benefit of a monetary exchange among actors who do not maintain any social bond. The former is a socially binding institution that relies on reciprocal relations based on expectations that are enforceable informally. These informal systems are powerful shapers of the organizational context, sometimes making it difficult for newcomers to evade corrupt practices (De Graaf, G. & Huberts, 2008).

The third category of corruption belongs to a *more* profound form, one where no rules are necessarily bent nor broken (Bozeman et al., 2018). Powerful actors impose themselves over institutions to neglect or override public values and cater to the interests of the few. Bozeman et al. (2018) define deep corruption as "[a]n authoritative use of structures of the state to thwart society's core values" (p. 5). This approach is nearly absent in the public administration literature (*ibid.*). It centers on the exercise of power by governmental and non-governmental actors, on their capability to cater to their non-public interests through the instruments of the state.

Authors have concentrated in capturing the differences and nuances separating one type of corruption to another or understanding

corruption that is concentrated on certain levels or groups (e.g., elites, low-level bureaucrats). While recent literature has argued for the need to match anti-corruption strategies by type of corruption this is insufficient in environments of systemic corruption (Jancsics, 2019; Plaček et al., 2018; Jancsics & Jávora, 2012). This persisting problem calls for a critical contextual analysis of the settings these anti-corruption strategies are meant to address.

Research Design

The construction of a grounded framework aiming to understand corruption consolidation was conducted along a two-stage mixed-methods design, using both inductive and deductive approximations to the data (Ashworth et al., 2019; Saz-Carranza & Ospina, 2011). The data were collected from two municipalities in Mexico (A and B). Theoretical sampling (Eisenhardt, 1989; Glaser & Strauss, 1967) guided case selection. Mexico is an interesting setting where municipalities are well embedded in systemic corruption and therefore key characteristics clearly emerge. Nevertheless, studying corruption in Mexico's local governments is extremely challenging due to data limitations, difficulties entering to the field, and the risks associated with conducting research in a dangerous setting.

The research design was supervised and approved by our institution's Ethics Committee, which conditioned its approval to strict anonymity standards extensive to the name of the cities, to grant the safety of all people involved, including the research team. City A and City B have populations of about 1 million, and both are economic powerhouses in their own states. According to official computation of the state's Corruption Incidence Rate, the state of City A and the

state of City B, come in fifth and sixth place, respectively, among the highest incidence rates in the country (ENCIG, 2019).

Methods

In-depth interviews (N=50) were conducted and three surveys were applied during 2019-2020. Snowball sample guided our interview stream. Interviewees included former and current municipal employees, businesspeople, members of professional organizations, local journalists, members of grassroots and advocacy organizations, and representatives of the local state anti-corruption systems. To control for bias that could arise from interviewing people who are connected to each other (Biernacki & Waldorf, 1981), we reviewed documentary evidence (e.g., newspaper articles, official documentation).

Three surveys were applied; one to the general public in City A survey open to the citizen (SOC 2019, N=1500), and two applied to Public Officials in Cities A and B's municipal governments (POS-A, N=546, POS-B, N=946). The sample aimed to achieve a 95% of confidence level within the universe.

Stage One: Theory Induction

Theory induction began with 18 in-depth, unstructured interviews in City A, lasting an average of 1.5 hours, which provided the foundation for initial identification of the main dimensions of the consolidation of corruption. These were the presence and qualities of *networks*, *organizational mechanisms* to persuade or coerce members of networks, the levels of *opacity* to function "under the radar," and the quality and weakness of the *check and balances* (C&B).

A literature review followed the preliminary conceptual formulation. We developed an analytical grid (De Graaf G. & Huberts, 2008) to match our analysis with relevant literature to define the concepts in ways that could guide a systematic immersion to the field.

Stage Two: Theory Construction

During theory construction, instruments were designed according to the conceptual matrix developed in the previous stage. The three surveys and further semi-structured interviews, 15 in City A and 17 in City B, were used to collect data. Analysis was performed by triangulation of data (Hendren et al., 2018), which allowed to produce a fine-tuned set of propositions that constitute the overall framework to study consolidation of corruption in local governments. We provide a brief example on the findings behind the framework. The last section discusses the applicability of the framework to other latitudes.

Corruption Consolidation Framework

The framework resulting from the research design above provides a set of four propositions:

1. The shape of corruption networks depends on the features of the process and its environment.

Systemic approaches to corruption see corruption networks as a fundamental explanatory concept (Lomnitz, 1988; Granovetter, 2004; Yu et al., 2018; Persson et al., 2019). In the network dimension, we verified the existence of networks, identified the types of actors participating in the networks, and sought to identify and understand the logic that binds actors (partisanship, complicity). What do these

networks pursue? In the cities studied, understanding the existing networks and the factors that give them cohesion allowed us to understand the practices of corruption from a unique perspective: to understand their function within a logic that surpasses the isolated practice.

2. The organization nurtures a set of mechanisms to induce the functionality of networks or to inhibit whistle-blowers that may hinder the operations of the corruption schemes.

Organizational integration mechanisms are defined as institutions that promote or provoke modes of conduct from their members into group patterns (Simon, 1997). In the organizational mechanisms dimension, we sought to identify organizational mechanisms that encouraged or guaranteed the participation of officials in acts of corruption. We analyzed rationales such as loyalty, coercion, or political convictions, and normalization processes (Arellano-Gault, 2017). It also included determining whether and how peer dynamics contributed to participation. Understanding organizational practices and culture is necessary to identify the mechanisms that sustain corruption.

3. A necessary condition for a corrupt network to act with impunity is to perform under high levels of opacity.

Opacity is a necessary condition for networks to perform “under the radar” (Pianezzi & Grossi, 2018; Sancino et al., 2018). In the opacity dimension, we sought to identify the existence of opacity in municipal processes, to understand how discretion is used by officials to favor private interests, and to identify whether uncertainty was purposely induced to facilitate corruption. The opacity dimension is

especially complicated in environments of generalized corruption, where transparency can be used as an instrument to legitimize a corrupt regime (Jancsics & Jávora, 2012). This dimension is linked to the quality of institutional counterweights, given that controlling checks & balances makes it possible to raise opacity levels while simulating transparency.

4. A necessary condition for a corrupt network to act with impunity is to face weak or controllable C&B.

Checks and balances (C&B) are broadly defined as an environmental institution that promotes compliance to the legal use of resources and the lawful performance of personnel. In the C&B dimension, we sought to evaluate the quality of formal and informal institutions within and outside the government. Formal institutions are regulations and organizations that formally oversee the personnel, and informal are beliefs, attitudes and organizational culture that may or may not direct behavior towards the public interest. This dimension assesses the effectiveness of C&B and determine if they were inhibited in any way. For example, in City B, we found highly compromised internal controls. Members of the political network controlled the internal control systems of the municipality, which allowed them to turn them on or off at their convenience (Jávora & Jancsics, 2016), and to make rigged decisions, but within the margins of legality.

The framework, we argue, allows capturing the complexity and dynamism of corrupt systems. It will enable comparisons over time and comparisons across settings with generalized or systemic corruption.

Conclusion: Corruption Consolidation in Municipal Governments

Our framework connects symptomatic dyadic and network corruption to deeper, more systemic types of corruption. Our analysis provides a grounded analytical framework to understand the consolidation of corruption in local governments, identifying the conditions that lead corruption to become dominant and set the rules for the game (Meza & Pérez-Chiqués, 2020). We argue that making diagnoses of corruption based on these connections and broader frame, will allow for differentiating among different types of systems of generalized corruption.

Comparing cities allowed us to confirm the limitations of the instruments on which we often rely to establish anti-corruption policies. Evidence of corruption consolidation in both cities differs along the four dimensions, creating distinct configurations of the same phenomena. This provides a small test on how well the framework travels to different latitudes: it is systematic but sensitive enough to capture the nuances of consolidation of corruption according to each context. An example: City A's consolidation was shaped by disorganized corruption schemes, and by the operation of multiple networks which were primarily motivated by the pursuit of profit. City B's consolidation is organized, dominated by a party network whose main motivation is to stay in power, for the benefit of in-group members. An in-depth analysis of these two cases is beyond the aim of this paper, however, the comparison shows the potential implications of applying this framework to other settings, which, in turn, could help improve and add nuance to comparative studies of corruption.

References

- Arellano Gault, D. (2017). Corrupción como proceso organizacional: Comprendiendo la lógica de la desnormalización de la corrupción. *Contaduría y Administración*, 62, 1–17.
- Ashworth, R. E., McDermott, A. M., & Currie, G. (2019). Theorizing from qualitative research in public administration: Plurality through a combination of rigor and richness. *Journal of Public Administration Research and Theory*, 29, 318–333.
- Bozeman, B., Molina, A. L., & Kaufmann, W. (2018). Angling for sharks, not pilot fish: Deep corruption, venal corruption, and public values failure. *Perspectives on Public Management and Governance*, 1, 5–27.
- Bussell, J. (2015). Typologies of corruption: a pragmatic approach. In Rose-Ackerman, S. and P. Lagunes (eds.) *Greed, corruption, and the modern state*. Cheltenham: Edward Elgar Publishing, 21–45.
- Biernacki, Patrick, & Dan Waldorf. (1981). Snowball sampling: Problems and techniques of chain referral sampling. *Sociological Methods & Research*, 10, 141–163
- De Graaf, G. (2007). Causes of Corruption: Towards a contextual theory of corruption. *Public Administration Quarterly*, 31, 39–86.
- De Graaf G., & Huberts, L. W. J. C. (2008). Portraying the nature of corruption: Using an explorative case-study design. *Public Administration Review*, 68, 640–653.
- Della Porta, D., & Vannucci, A. (1997). The resources of corruption: Some reflections from the Italian case. *Crime, Law, and Social Change*, 27, 231–254.
- ENCIG. (2019). Encuesta Nacional de Calidad e Impacto Gubernamental. Retrieved July 2020: <https://www.inegi.org.mx/programas/encig/2019/>
- Eisenhardt, K. M. (1989). Building theories from case study research. *The Academy of Management Review*, 14, 532–550.
- Eisenhardt, K. M., & Martin, J. A. (2000). Dynamic capabilities: What are they? *Strategic Management Journal*, 21, 1105–1121.
- Granovetter, M. (2004). The social construction of corruption. Conference proceedings. The norms, beliefs and institutions of 21st century capitalism: Celebrating the 100th anniversary of Max Weber's The protestant ethic and the spirit of capitalism, October 8-9th, Cornell University.
- Hendren, K., Luo, Q. E., & Pandey, S. K. (2018). The state of mixed methods research in public administration and public policy. *Public Administration Review*, 78, 904–916.
- Jancsics, D. (2019). Corruption as resource transfer: An interdisciplinary synthesis. *Public Administration Review*, 79, 523–537.
- Jancsics, D., & Jávör, I. (2012). Corrupt governmental networks. *International Public Management Journal*, 15, 62–99.
- Jávör, I., & Jancsics, D. (2016). The role of power in organizational corruption: An empirical study. *Administration and Society*, 48, 527–558.

- Lomnitz, L. A. (1988). Informal exchange networks in formal systems: A theoretical model. *American Anthropologist*, 90, 42–55.
- Meyer-Sahling, J.-H., Mikkelsen, K. S., & Schuster, C. (2018). Civil service management and corruption: What we know and what we don't. *Public Administration*, 96, 276–285.
- Meza, O., & Pérez-Chiqués, E. (2020). Corruption consolidation in local governments: A grounded analytical framework. *Public Administration*. doi.org/10.1111/padm.12698
- Persson, A., Rothstein, B., & Teorell, J. (2013). Why anti-corruption reforms fail—systemic corruption as a collective action problem. *Governance*, 26, 449–471.
- Pianezzi, D., & Grossi, G. (2018). Corruption in migration management: A network perspective. *International Review of Administrative Sciences*, 86, 152–168.
- Plaček, M., Půček, M., & Ochrana, F. (2018). Identifying corruption risk: A comparison of Bulgaria and the Czech Republic. *Journal of Comparative Policy Analysis: Research and Practice*, 00, 1–19.
- Sancino, A., Sicilia, M., & Grossi, G. (2018). Between patronage and good governance: Organizational arrangements in (local) public appointment processes. *International Review of Administrative Sciences*, 84, 785–802.
- Saz-Carranza, A., & Ospina, S. M. (2011). The behavioral dimension of governing interorganizational goal-directed networks—Managing the unity-diversity tension. *Journal of Public Administration Research and Theory*, 21, 327–365.
- Simon, H. A. (1997). *Administrative behavior: A study of decision-making process in administrative organizations* (4th ed.). New York: The Free Press.
- Strach, P., Sullivan, K., & Pérez-Chiqués, E. (2019). The garbage problem: Corruption, innovation, and capacity in four American cities, 1890–1940. *Studies in American Political Development*, 33, 209–233.
- Treisman, D. (2007). What have we learned about the causes of corruption from ten years of cross-national empirical research? *Annual Review of Political Science*, 10, 211–244.
- Yu, K. H., Kang, S. D., & Rhodes, C. (2018). The partial organization of networked corruption. *Business and Society*, 59, 1377–1409.

Viewpoint

From Domestic Public Service to Global Agendas: Employing Comparative Public Administration Courses to Bridging between Life, Lessons, and Learning

David A. Bell, Ph.D.⁸

Abstract: The world needs public service leaders who understand public administration from an international perspective. Ensuring an effective public service workforce requires responsiveness to citizens and other stakeholders. Developing competencies to productively engage in culturally responsible ways with a global society is critical to the effectiveness of public administration. Teachers, scholars, and researchers all have a vital role in developing these competencies. Comparative public administration courses that connect with prior learning should be essential components of US-based MPA programs offered by colleges and universities if their graduates are expected to become globally competent public service professionals. This paper demonstrates how small US-based MPA programs can offer a CPA course that builds on other course work to provide a

⁸ Associate Clinical Professor, Indiana University-Bloomington, davabell@iu.edu

robust response to the need to develop a cadre of public service professionals who competently interact with a diverse, global world. Three key takeaways are provided.

MPA Programs Need Comparative Courses

The world needs public service leaders who understand public administration from an international perspective. A changed and integrated global world presents US-based Master of Public Administration (MPA) programs with challenges that are increasingly cross-national (Ashworth et al 2013; Hou et al 2011; Manoharan 2017). However, research over the last 20 years has found that few MPA programs offer a course in comparative public administration (CPA). The accreditation agency for MPA programs, NASPAA, called for graduates to possess skills and abilities in order to interact with diverse populations, but few MPA programs offer a comparative course to advance this charge. An examination of 2006 data found that 35% of NASPAA-accredited MPA programs offered a course in CPA (Holzer and Lin, 2007), and 2015 data that included Master of Public Affairs programs showed a negligible increase to 38% (Manoharan, 2017). Both NASPAA's call and the basic demographic shifts requiring culturally competent public service professionals underscore the important role of CPA courses.

This paper argues that increasing the number of US-based MPA programs that offer a course dedicated to global preparedness will require the involvement of small MPA programs. These programs generally include those with fewer than 100 enrolled students and as few as five nucleus full-time faculty (not including adjuncts).

This paper demonstrates how small US-based MPA programs can offer a CPA course that builds on other course work to provide a robust response to the need to develop a cadre

of public service professionals who competently interact with a diverse, global world. It does so by describing a basic, graduate-level course in CPA that is grounded in the NASPAA standards of universal competency, and one that is linked to other basic courses. The paper contains basic information for those programs that currently do not offer a single course that helps students develop global competencies or for those programs seeking to refresh their approach to this subject. The course described herein aims to increase students' appreciation of global perspectives by employing a comparative approach that examines participative governance and public service provision.

The paper first describes how a US-based MPA program links the learning aims of the basic curriculum with a course in CPA. The general parameters of the CPA course are established. Second, the paper discusses the pedagogical theories that inform the approach to teaching and how they link with key learning activities. Third, the paper explains the comparative approach used in the course and how students are assessed.

MPA Programs: Linking Domestic and Global Administration

In most US-based MPA programs, an effective comparative course provides students with the foundations of the discipline and employs a scaffold approach. An MPA degree is supposed to provide students who desire to work in public service with general professional preparation that can be employed in a variety of settings. Most MPA programs are highly general by design. This is especially true for the approximately 70% of NASPAA-accredited programs with fewer than 100 enrolled students. A review of NASPAA-accredited programs shows that general/public management combined with nonprofit management account for 50% of all programs

(Hatcher et al., 2017). These types of programs can easily employ a comparative course similar to the one described here.

Background on the Course

The course summarized here was part of a small US-based MPA program that was first offered in spring 2017. The MPA program offers courses in general management with a specialization in nonprofit organizations and leadership. For anecdotal instructional material and peripheral components of broader learning outcomes, the program has a domestic United States focus. The CPA course links the foundations of general public administration from an international perspective while underscoring the relevance of comparative perspectives by drawing on current relevant issues. The syllabus informs students that during the semester they will examine several administrative challenges, including human resource development; diversity, inclusion, and representative bureaucracy; budgetary decision-making; government reorganization; and public sector reform.

The course material is designed to raise as many questions as it answers. To facilitate this "intellectual disorder" the course is conducted in a workshop fashion with a mixture of lectures, group work, and in-class discussion. The syllabus implicitly notifies students that space will exist for innovation and hypothesizing. The course is administered with a formal structure, but it also intentionally employs a semi-structured learning experience. In short, the instructor presents course material via traditional teaching and lectures during the first part of each meeting, and discussion and group work focusing on assigned readings takes place in the second half of class.

Course Teaching Methods and Assignments

The teaching methods employ both cognitive and constructivist techniques and practices to accomplish the learning aim. The cognitive aspect focuses on how knowledge is acquired (e.g., decision making, critical thinking, processes), whereas constructivism emphasizes learning by interpreting experiences—the type of learning usually associated with the practice of public administration (Duffy and Bednar, 1991; Kirshner 2008; Paavola and Hakkarainen, 2005; Packer and Goicoechea, 2000). Cognitive techniques are employed to standardize and simplify information through theory. Constructivism occurs by immersing students in international issues to provide an apprenticeship-type experience. The challenge is to provide a sufficient amount of data (i.e., real-world experience) with sufficient sophistication for substantive constructivist learning to occur.

Cognitive learning is influenced by providing explanations, demonstrations, and illustrations. This occurs as part of the first assignment in which students build on their prior learning by producing a low-risk summary of Wilson's *Study of Administration* (1887). Students prepare a 500-word summary that serves as a scaffolding device when they are asked to address questions such as to explain the "science of administration" in terms of Wilson's arguments in terms of its language, principal ideas and historical groundings, and to describe ancient administration in Europe. Students must be able to explain how Wilson describes the bulk of mankind in the United States, how he uses this to argue for comparative analysis, and to justify why he believed that comparative studies were needed in order to rid ourselves of misconceptions about people and processes.

If a student's submission does not adequately summarize the material, feedback is provided

to guide an additional examination of the reading, and the assignment can be resubmitted. This scaffolding technique of revise and resubmit is a vital, low-risk assignment that serves cognitivists aims of students making proper mental linkages.

In another class session, students must read about a variety of contemporary issues that have global implications. These readings underscore the value of comparative analysis. For example, students examine populism to understand its global aspects. They are given a brief article by a public administration specialist⁹ and a slightly longer magazine article¹⁰ about the backlash of populism. Students were required to: 1) describe the component parts of the types of globalization described in the article by John Short and to provide examples of specific phenomena or studies that report the same; 2) explain how populism argues for and against the use of comparative analysis; and 3) describe two ways in which globalization is viewed as driving populism in the world.

The discussion of the two articles wraps in Wilson's discussion of the difficulty of changing the opinions of people and what Wilson says is necessary to know the public mind of a country. Students must use the Gros and Short readings to detail and illustrate what Wilson describes as misconceptions about the work of providing public service (i.e., administration) in democratic and non-democratic countries.

The in-class discussions aim to connect Wilson's treatise on public administration with the students' consideration of populism, globalization, and views of the usefulness of

⁹ Daniel Gros, who has experience with the Center European Policy Studies, International Monetary Fund, and European Commission.

¹⁰ Prepared by Professor John Short, School of Public Policy, University of Maryland.

comparative approaches to analysis. The lectures, readings, and in-class discussions illustrate how scaffolding is employed to bridge learning from the known to the less familiar (e.g., challenging the brain to make multiple connections with the same material). This initial low-risk work is followed with progressively more challenging assignments, including those that assess learning outcomes. Early in the semester students are asked to select the readings they want to examine (Table 1) and present in class that draw upon works such as those by Heady (2001), Riggs, and others (Otenyo and Lind 2006).

Four readings are mandatory, and students must also select another topic. Topics are assigned based on a first-come, first-served basis (i.e., the first person to select a topic gets the first choice). Students are required to make five 15 to 20-minute in-class presentations in accordance with the central theme of the semester (i.e., Structure and Process of Public Administration: Historical Antecedents) and to develop one policy memorandum. The student presentations collectively represent 50 percent of the course grade. Each presentation must include a written summary (300–500 words) of the readings. Students must create 10 to 15 slides in Microsoft PowerPoint to accompany each presentation. Some of the five presentations are to include a relevant contemporary phenomenon. Other presentations may combine a summary of the reading with a progress report on the policy memorandum assignment.

The policy memorandum represents the other 50% of the course grade. It requires that students imagine they are a promising public administration professional working for an organization they select (the organization must be real, the scenario/problem may not necessarily be real). The organization may be a non-US actor or those selected in the comparative analysis to provide empirical

evidence may be a non-US actor. The freedom provided to students late in the semester aims to build on constructivist's desires as students emerge from being embedded in designated international issues and contexts to identify those of most interest to them. Students are directed to assess a functional or geographic area that resulted in their identifying the focus of their memorandum. Then they select from one of the following issues as a focus of their memorandum: 1) human resource development; 2) affirmative action and representative bureaucracy; 3) budgetary decision-making; 4) government reorganization; or 5) public sector reform.

Draft portions of the memorandum are submitted in three separate, sequential submissions. Feedback is provided to guide preparation of the final version. The final memorandum must be 800 to 1,000 words, not including sources/references. The assignment requires students to make a compelling case for the importance of the problem or issue they selected, provide background, propose a solution, provide evidence or examples of the solution having worked before, and discuss limitations of the recommendation.

Student Assessment & Comparative Approach

Each of the five in-class presentations and the policy memorandum are used to assess course-learning outcomes. The work of aligning course-learning outcomes to specific instruments of assessment is foundational to course organization. So too are the materials and learning practice activities employed to achieve learning outcomes. Methods of assessment include:

1. Explain and report key features of government service and contentious administrative policy issues.

This is assessed by the class presentation assignment. Constructivist learning is demonstrated by students' being emerged in contentious administrative policy issues performing the work of constructing an understanding to explain and report key features of government service (Duffy & Bednar, 1991).

2. Identify and distinguish among key concepts in a comparative analysis of issues affecting governance and administration within non-U.S. sovereign states.

This is assessed by class presentation assignment. It demonstrates cognitive learning through students employing knowledge of criteria, principles, and discriminations to establish frames for ascertaining similarities and differences of relevant data (Tennyson, 1990).

3. Examine and argue in favor or against diverse forms of public administrative organizations and institutions.

This is assessed by both the class presentation assignment and the policy memo. Constructivist learning is demonstrated by students determining, presenting, and defending a position. Students work to make sense and create meaning in a manner that relates to the real world seen through their eyes, their own interpretation, informed by employing knowledge produced by comparative analysis.

4. Develop, write, and make oral presentations to demonstrate one's learning of the structure, flow, and organization of material.

This is assessed by both the class presentation assignment, which includes an oral and visual (e.g., PowerPoint) component, and the policy memo. Cognitive learning is observed in how students make connections with material they encounter in the course. The outcomes involve students working to structure, organize, and order information to optimally use approaches such as outlining, comparing, and summarizing.

The course operates from the premise that all analysis is comparative at its core. From there, students are encouraged to view comparative analysis as being within spaces and structures and between spaces and structures. CPA is taught as being within units of governments and between units of governments, including countries. Similarly, the course is taught as being between structures, such as departmentalization and public sector employment. In-class discussions (ungraded) focus on practical real-world policy issues, such as the extent of public employment (comparing public administration in low-income and high-income countries) and priorities between specialization and representation. This occurs by establishing a foundation for the theories and underpinnings of bureaucracy, including characteristics, orientations, and dimensions. The focus on practical real-world issues is observed by examining the firing of Acting Attorney General Sally Yates in January 2017. This included a comparison of the expediency principle and how it is understood in Australia, Canada, the United Kingdom, and the United States.

The aim of the course is to connect theory and practice by using the lessons students learn in other parts of the general US-based MPA curriculum primarily by examining contemporary issues between different countries. Regulation as a public service is examined with respect to global trade by

comparing France and the United States. Standards of living are reviewed by comparing those in France and the United States with a focus on France's effort to achieve that found in the United States.

Conclusion

Ensuring an effective public service workforce requires responsiveness to citizens and other stakeholders. Developing competencies to productively engage in culturally responsible ways with a global society is critical to the effectiveness of public administration. Teachers, scholars, and researchers all have a vital role in developing these competencies. CPA courses that connect with prior learning should be essential components of US-based MPA programs offered by colleges and universities if their graduates are expected to become globally competent public service professionals.

In short, this paper offers three key take-away thoughts:

1. Students with scant global knowledge in an US-based MPA program can benefit from a rigorous comparative course that employs scaffolding with a view toward building on the learning outcomes of a general management program's core curriculum.
2. Practitioners and policymakers understand the importance of CPA courses in preparing public service professionals who graduate from small US-based MPA programs.
3. US-based MPA programs are encouraged to move beyond diffusing global, inclusive learning outcomes throughout the curriculum to offering a robust graduate CPA course with specific learning outcomes.

References

- Ashworth, R., Ferlie, E., Hammerschmid, G., Moon, M., & Reay, T. (2013). Theorizing contemporary public management: International and comparative perspectives. *British Journal of Management*, 24, S1-S17.
- Duffy, T.M., and Bednar, A.K. (1991). Attempting to come to grip with alternative perspectives, *Educational Technology*, 31(9), 12-15.
- Hatcher, W., Meares, W., & Gordon, V. (2017). The capacity and constraints of small MPA programs: A survey of program directors. *Journal of Public Affairs Education*, 23(3), 855-868.
- Heady, F. (2001). Public administration: A comparative perspective (Sixth ed.). Boca Raton, FL: CRC Press.
- Holzer, M. & Weiwei, L. (2007). A Longitudinal perspective on MPA education in the United States, *Journal of Public Affairs Education*, 13(2), 345-364.
- Hou, Y., Ni, A., Poocharoen, O., Yang, K., & Zhao, Z. (2011). The case for public administration with a global perspective. *Journal of Public Administration Research and Theory*, (21), i45-i51.
- Kirshner, B., (2008). Guided participation in three youth activism organizations: Facilitation, apprenticeship, and joint work, *The Journal of the Learning Sciences*, (7)1, 60-91.

- Manoharan, A. (2017). Global comparative public administration: Are graduate programs responding to the call? *Teaching Public Administration*, July, 1-16.
- Otenyo, E.E. and Lind, N.S. (Ed.) (2006). *Comparative public administration: The essential readings*, The Netherlands: JAI Press.
- Paavola, S., and Hakkarainen, K. (2005). The knowledge creation metaphor-An emergent epistemological approach to learning, *Science & Education*, 14, 535-557.
- Packer, J. J. and Goicoechea, J., (2010). Sociocultural and constructivist theories of learning: Ontology, not just epistemology, *Educational Psychologist*, 35(4), 227-241.
- Tennyson, R. (1990). Instructional design theory: Advancements from cognitive science and instructional technology. *Proceedings of Selected Paper Presentations at the Convention of the Association for Educational Communications and Technology*.
- Wilson, W. (1887). The study of administration. *Political Science Quarterly*, 2(2), 197-222.

Appendix

Table 1:

Required Reading	Selected Reading
The Field of Comparative Administration Through the Years	Tradition and Modernity (Misplaced Polarities in the Study of Social Change)
A Focus for Comparison-Bureaucracy	The Prismatic Model
Administration in Less Developed Countries	The State of the State: Institutional Transformation, Capacity and Political Change in South Africa
Managing Institutions through Planning and Decentralization	Historical Antecedents of National Administrative Systems
	Administration in More Developed Nations
	Western Conceptualization of Administrative Development
	Administration in More Developed Nations
	Managing Institutions through Planning and Decentralization
	Analyzing Institutional Change and Administrative Transformation
	Administering to the Poor
	Bureaucratic-Prominent Political Regimes
	Party-Prominent Political Regimes