

# NEW DIRECTIONS

# NOUVELLES DIRECTIONS

## *The Top Ten Topics in Public Administration Scholarship: An International Perspective*

*Michael McConkey  
with  
Patrice Dutil*

NO.

19

**IPAC**

The Institute  
of Public Administration  
of Canada



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**THE TOP TEN TOPICS IN PUBLIC ADMINISTRATION SCHOLARSHIP:  
AN INTERNATIONAL PERSPECTIVE**

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## **Abstract**

Quels sont les domaines de recherche méritant l'attention des chercheurs en management et administration publique ? Afin de répondre à cette question sur l'état des recherches, quarante huit revues scientifiques de partout dans le monde ont été identifiées et leur contenu durant les deux dernières années fut inventorié. Plus de 950 articles ont été scrutés pour cette étude.

What do scholars consider to be areas deserving of inquiry in the broad field of public sector management and administration? In order to identify the current state of the professional interest, forty eight scholarly journals from around the world were identified and their contents of the last two years were analysed. Over 950 articles were examined for this study. A range of categories was defined in order to make sense of the scholarly output and, based on the number of articles published in each category; a list of the "top ten" areas were detected as the ones that have attracted the most interest. The most popular? Regulation and Health Policy.

## Executive Summary

What do scholars consider to be areas deserving of inquiry in the broad field of public sector management and administration?

In order to identify the current state of the professional interest, forty-eight scholarly journals from around the world were identified and their contents of the last two years were analysed. Over 950 articles were examined for this study.

A range of categories was defined in order to make sense of the scholarly output and, based on the number of articles published in each category; the following topics were detected as the ones that have attracted the most interest:

1. Regulation
2. Health Policy
3. Organizational Culture
4. Environmental Policy
5. Democratic Dialogue
6. Public Administration of Quasi-Public Organizations
7. Governance
8. Technology Change and Policy
9. Municipal and Urban Public Administration
10. Performance Evaluation

This study discusses each of the top ten areas of interest, and cites key articles in each category. The findings were then contrasted with the results of a survey IPAC conducted among its members, which asked them to rank issues on a priority basis. Clearly, there is a divergence in terms of the top priorities. If issues of regulation and health policy seem a top concern of scholars over the past few years, it certainly is not listed as a top priority among Canadian practitioners; likewise for health policy.

But if the two policy matters of regulation and health matters are peeled away, the research focus on “organizational culture” does strike similarities with the issue of “leadership” that is identified as a clear priority for practitioners.

## Sommaire

Quels sont les domaines de recherche méritant l'attention des chercheurs en management et administration publique ?

Afin de répondre à cette question sur l'état des recherches, quarante huit revues scientifiques de partout dans le monde ont été identifiées et leur contenu durant les deux dernières années fut inventorié. Plus de 950 articles ont été scrutés pour cette étude.

Diverses catégories ont été identifiées afin de mesurer le produit des recherches scientifiques et, suite à une évaluation des articles publiés dans chaque catégorie, les champs de recherche suivants se sont révélés être ceux qui attirent le plus grand intérêt :

1. Réglementation
2. Politiques de la santé
3. Culture organisationnelle
4. Politique environnementale
5. Dialogue démocratique
6. L'administration publique des organismes à but non lucratif, para-public
7. Gouvernance
8. Changements technologiques et formulation des politiques
9. Administration publique urbaine et municipale
10. Évaluation du rendement

Cette étude brosse un tableau des orientations des chercheurs dans chacune de ces catégories et cite par voie d'exemple les articles les plus illustratifs des tendances. Les résultats de l'étude ont ensuite été comparés à ceux d'un sondage mené par l'IAPC auprès de ses membres, leur demandant de prioriser les grandes questions auxquelles ils font face.

Il est évident qu'il existe une divergence entre les deux groupes. Si les questions de réglementation et de politiques de la santé commandent l'attention des chercheurs, ce n'est certainement pas le cas pour les fonctionnaires. On peut dire la même chose pour les questions de santé.

Cependant, si les grandes questions de réglementation et de politiques de la santé sont retirées de l'équation, un terrain d'entente se révèle : l'intérêt que portent les chercheurs sur les questions de " culture organisationnelle " offre des similarités avec la question de " leadership " qui est identifiée comme étant la première priorité des praticiens.

# Introduction

Ideas matter. From its inception, the Institute of Public Administration of Canada has aimed to provide a bridge between scholars interested in matters of public policy and public sector management and those who practice in the field. While many recent studies have documented the energetic reforms that have been brought to bear on governments as the public service used new ways to serve the public, the work of scholars has not been so well chronicled.

This research project aimed to restore some balance by shedding light on what scholars around the world have considered to be top priority areas in public administration. It is worth noting that this field of studies has experienced a remarkable burgeoning in recent years. A blossoming of new issues and methods and an expanded range of cross-fertilizations with other disciplines and approaches have characterized this dramatic growth in the field.

The top ten topics in public administration over the past two years were identified from this list. The body of this paper provides an issue and topic based analytic breakdown of these top trends. The next section describes in detail the methodology used to both identify the top ten trends and to analytically break them down in such a manner as to identify the issues of greatest importance in the literature for driving the prominence of these top ten trends. The rest of the paper takes each trend in turn, in reverse order of prominence, and provides the analysis.

The paper concludes with a brief discussion that suggests some general observations on lessons that might be drawn from the findings of this survey and analysis. The analysis of the top trends in public administration studies suggests an interpretation that the new public management paradigm, which has reigned over the field for two decades, is now in a state of flux – as contemporary scholars subtly rework its defining limitations.

## Methodology

The purpose of this study was to detect trends in the peer reviewed published scholarship and to compare them to what public servants in Canada consider to be their work priorities. This study was not meant to furnish a comprehensive review of work of the many academics engaged in this field. Rather, this literature review was restricted to the periodical literature as it is generally acknowledged as representing the leading edge in scholarly thinking – the research-to-publication time frame being much shorter than for books. In light of time and funding realities, it was decided that this initial effort of scanning would focus on short term trends and a two-year timeframe encompassing the years 2004-2005 was canvassed.

The first step of the study was to identify the most respected journals recognized in the field of public administration scholarship. In the end, 48 journals (mostly quarterlies) were retained for the purposes of this study (see appendix A). From these journals, only those articles that specifically addressed public administration were culled. Often, policy-oriented journals featured many articles that addressed topics that could be useful for policy scholars, analysts and makers. They were NOT included in this study unless it was felt that they addressed *specific tasks and responsibilities* of policy analysis or policy making, within any policy field. In other words, it was not enough for an article to be relevant for public administration; it had to be *about* public administration as well. In all, approximately 950 articles were surveyed.

The second step was to create an analytical tool. As the research evolved, one hundred categories were identified to make sense of the issues and topics addressed in the journals. The conceptual organization of the literature provided a profile of the most influential trends in public administration scholarship. For a full breakdown of these one hundred categories, see appendix B. Articles were not restricted to a single category – often they touched upon two or more. In some instances, new categories were created and established ones reframed on the basis of the evidence generated by the coding process.

Of the one hundred categories resulting from this process, the top ten were identified as the leading trends in public administration scholarship as identified by the intensity of the collective research effort, measured by the number of articles in each category. All these topics, however, entailed a complex and diverse range of issues. The vast majority of these issues were only touched upon once, representing esoteric interests; however, these could also be seen as newly emerging fields. Only time will tell.

As with the coding of topics, some articles touched upon more than a single issue. The challenge of categorization was complicated by the fact that the key intellectual pursuits --the hypotheses presented in the papers-- were often presented as cutting across multiple trends in the top ten. For example, “networks”, “innovation”, “learning”, “the Internet”, “Europeanization”, “devolution”, “sustainability” and “collaboration” were all issues that intersected several of the top ten trends and were key drivers in at least one of them – often more.

So the creation of a list of ten discrete topics must be seen as interpretive since many of these constitute could be called trend-intersections, with the mutual re-enforcement of each other. This phenomenon no doubt played a role in their parallel advances as top trends. Thus, to understand both what *drove* the individual topics and *linked* their intersections, it is necessary to identify the trends at a level that will capture both their *key* and *intersecting* drivers.

The issues within topics are organized, as were the identification of the trends themselves, on the basis of the frequency with which they were employed as central themes in an article. Again, as with the topics, no article was necessarily restricted to addressing any particular issue, and indeed it was common for articles to address more than one (sometimes more than two!) of the issues that drove the trends. When examining the trends from the perspective of their driving issues, it will be useful to distinguish certain patterning that is generated by analysis: this distinction is between those trends generated by highly concentrated citation of issues and more dispersed citation. That is to say that while some topics achieved their status in the “top ten” by having the literature address a wide range of issues under the category of that trend, other topics achieved their status through a small number of issues that were addressed with great frequency within the literature. As will be seen below, the first three topics discussed offer examples of the possibilities in how the clustering of attention to specific issues can drive particular trends.

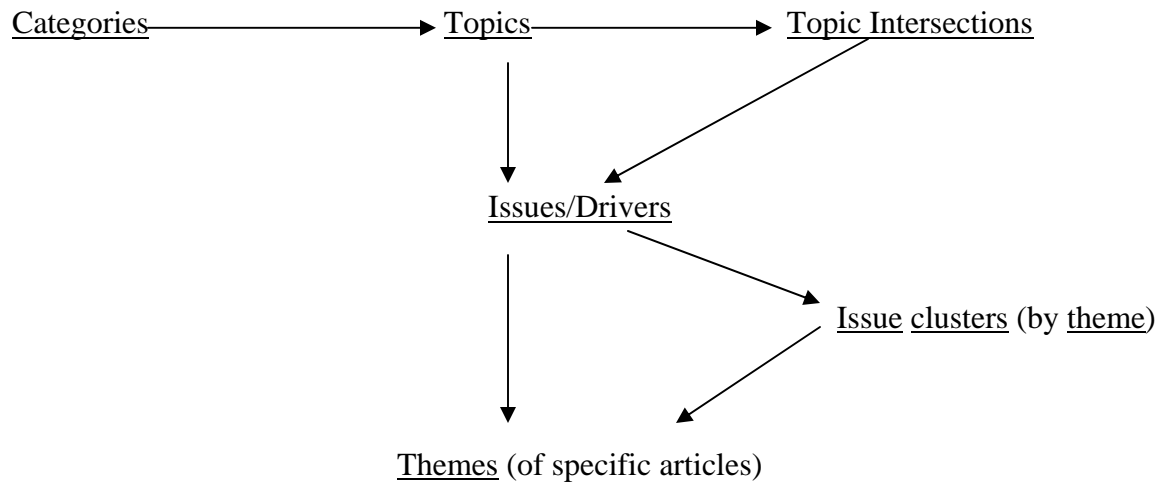
Often, analysis of the topics and their issues benefit from attention to additional levels of patterning: we called this “issue clusters”. Disparate issues that nevertheless share a common theme are brought together and examined in light of their commonality. Such issue clusters lend an increased coherence to high dispersion trends, but also prove beneficial in better understanding the drivers of high concentration trends. And, issue clusters as well lend themselves to evaluation in terms of their degree of concentration and dispersion.

Finally, at the most basic level of analysis, issues are elaborated in the trend analysis with multiple examples of specific themes addressed by the discussions of particular journal articles. While no elaboration of themes is exhaustive, the topic breakdown provides an instructive and informative sense of what kinds of concerns informed the issues that drove the popularity of these top ten trends in public administration scholarship.

In this text, each of the top 10 topics is briefly identified and discussed. To illustrate trends, each section offers a number of footnotes that point the way to particularly interesting or significant advances in the literature.

The opinions of Canadian public servants were simultaneously surveyed by the Institute of Public Administration of Canada by conducting a survey of its membership, asking it to rank their own priorities. The notion was to test whether there was any coincidence between the priorities chosen by the scholars and those chosen by practitioners.

The divisions of the analytic breakdown look like this:



For a table of highlights in the breakdown for each topic, see appendix C.

As per the popular tradition of “Top 10” lists, this countdown begins at the bottom with the tenth-largest category and works its way up to the top trend, the category that has rallied the greatest interest.

# Issue and Trend Analysis of the Top Ten Topics

## 10. Performance Evaluation

Performance evaluation, in this context, refers specifically to the evaluation of the performance of public administration itself as a form of organization and practice. There were separate trend categories for evaluation of the performance of policies and programs in specific areas. They, consequently, were not included in the tabulations that placed this trend in the top ten. Additionally, there was a distinction maintained between those literature discussions that emphasized the merits and techniques of performance evaluation practices and those that emphasized the conditions of possibility and workplace consequences of such practices. The former were included here, while the latter were included as part of trend 3 on organizational culture.

Performance evaluation achieved its place on the top ten trends through a balanced representation between concentration and dispersion. On the one hand there were a number of issues that could be broadly categorized under the common rubric of “approaches to performance evaluation.” These included: responsive evaluation, along with systems-, theory-, goal- and results-based approaches. Each of these issues was addressed only once.

There were a few issues that did receive more frequent discussion, though none of these were particularly highly concentrated, in comparison to many of the trends to be addressed below. The relevant issues in this regard were:

- The use of indicators in performance evaluation, which was addressed three times – including one article that examined the use of dashboards;
- Performance evaluation in local public administration, which was addressed five times
- The role of measurement, which was addressed five times; and
- Performance management, which was addressed by six articles with particular concern for the role of evaluation in such management.

The most intriguing articles in this literature included treatments of<sup>1</sup>:

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<sup>1</sup> David Edwards and John Clayton Thomas, “Developing a municipal performance-measurement system: Reflections on the Atlanta dashboard,” *Public Administration Review*, 65(3), May-June 2005; Stephen Martin and Peter C. Smith, “Multiple public service performance indicators: Toward an integrated statistical approach,” *Journal of Public Administration Research and Theory*, 15(15), October 2005; Stefan Mann and Christian Gazzarin, “Sustainability indicators in Swiss dairy farms and their general implications for business/government interdependencies,” *International Review of*

- The Atlanta municipal performance-measure dashboard;
- The integrated statistical approach to public sector performance indicators; sustainability indicators and general implications for business/government interdependencies;
- A systems approach to performance-based management;
- An assessment of the “state of the art” in performance measurement;
- Performance measures and security risk management;
- The relevance of management in an era of government by performance management;
- The impact of public management on government performance?

## 9. Municipal and Urban Public Administration

This is an example of a high dispersion of issues driving a topic. A number of other topics have relatively concentrated instances of local public administration being discussed in the literature – as just seen with the five references mentioned in relation to performance evaluation. (The broad theme of “Democratic dialogue”, to be discussed below, would be another example). However, *this* category is defined not by the location of particular practices but by their source. A public administration practice could be exercised in a specific locale by any level of government. This trend only captures those practices that have municipal or urban public administrations as their source.

Though a wide range of issues drove this particular topic – e.g., greening of brown fields, containing of sprawl, Chief Financial Officers, responding to climate change and building child-friendly cities – only two issues were addressed more than once: innovation and

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*Administrative Sciences*, 70(1), March 2004; Brian Brewer and Ahmed Shafiqul Huque, “Performance measures and security risk management: A Hong Kong example,” *International Review of Administrative Sciences*, 70(1), March 2004; Donald P. Moynihan and Sanjay K. Pandey, “Testing how management matters in an era of government by performance management,” *Journal of Public Administration Research and Theory*, 15(3), July 2005; and Melissa Forbes and Laurence E. Lynn Jr., “How does public management affect government performance? Findings from international research,” 15, October 2005.

sustainability. Each of these was addressed twice. Among the more noteworthy articles were pieces on the following topics<sup>2</sup>:

- the diffusion of innovation in the changing structure of American cities;
- sustainability appraisal in local land-use planning;
- local government modernization and the views of CFOs;
- the greening of brown fields in American cities;
- containing urban sprawl in Barcelona;
- municipal solid waste recycling programs;
- involving young people in urban planning and design;
- Barriers to Canadian municipal response to climate change.

## 8. Technology Change and Policy

This topic captures concerns over public administrations' response to technology – both the challenges and opportunities posed by the rapid and continual changes that have characterized contemporary society. This includes government's efforts to offset, or ameliorate, potentially deleterious effects of technological change and the implementation of public policy to harness the potential of new technology in the interest of improved public service.

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<sup>2</sup> H. George Frederickson et al, "The changing structure of American cities: A study of the diffusion of innovation," *Public Administration Review*, 64(3), May-June 2004; David Benson and Andrew Jordan, "Sustainability appraisal in local land-use planning: Patterns of current performance," *Journal of Environmental Planning and Management*, 47(2), March 2004; John Wilson, "Local government modernization and the views of Chief Financial Officers," *Public Administration*, 83(1), 2005; Christopher A. De Sousa, "The greening of brownfields in American cities," *Journal of Environmental Planning and Management*, 47(4), July 2004; Valerià Paul and Matthew Tonts, "Containing urban sprawl: Trends in land use and spatial planning in the metropolitan region of Barcelona," *Journal of Environmental Planning and Management*, 48(1), January 2005; Jean H. Peretz et al, "Explaining the performance of mature municipal solid waste recycling programs," *Journal of Environmental Planning and Management*, 48(5), September 2005; Rae Bridgman, "Criteria for best practices in building child-friendly cities: Involving young people in urban planning and design," *Canadian Journal of Urban Research*, 13(2), winter 2004; and Pamela J. Robinson and Christopher D. Gore, "Barriers to Canadian municipal response to climate change," *Canadian Journal of Urban Research*, 14(1), supplement 2005.

This topic is an example of a highly concentrated set of issues within the literature. There was a smattering of distinctive issues discussed. Public administration issues around cloning and the use of biometric identity cards, for instance, were each treated once. The public administration of technology policy was discussed in two noteworthy articles and technology-based development was also treated in two scholarly pieces. However, two thirds of the citations from the sample that drove this trend were concentrated on two issues: the Internet, which was addressed ten times, and biotechnology, which was addressed thirteen times.

The Internet was approached from a range of perspectives, including some predictable ones such as role of e-government and the enhancement of public participation – the latter being the theme of several articles. Internet governance also received attention, as did one article addressing the neglected role of the public sector in facilitating the development of the Internet. Among the topics addressed were: the role of the public sector in the Internet’s development; e-government and trust; Internet use policies of local government in Victoria; and the effects of Internet use on political participation.<sup>3</sup>

Two journals devoted “special issues” to this topic in 2004, with emphases on innovation, and this mass of articles largely drove the concentration on biotechnology. Six articles addressed the issue in *Science and Public Policy*’s “Innovation policies for biotechnology in Europe,” 31(5), October 2004. Three others addressed it in *Environment and Planning C: Government and Policy*’s “Innovation geographies and biotechnology,” 22(2), April 2004. That issue contained an interesting treatment of the Canadian biotechnology policy specifically. Topics addressed included: public policies on commercialization of biotech; assessing biotechnology policy objectives; and policy and dynamics of U.S. biotechnology industry.<sup>4</sup>

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<sup>3</sup> Juan D. Rogers and Gordon Kingsley, “Denying public values: The role of the public sector in accounts of the development of the Internet,” *Journal of Public Administration Research and Theory*, 14(3), July; 2004; Eric W. Welch et al, “Linking citizen satisfaction with e-government and trust in government,” *Journal of Public Administration Research and Theory*, 15(3), July 2005; Jim Liaskos and Geoffrey A. Sandy, “An evaluation of Internet use policies of Victorian local government,” *Australian Journal of Public Administration*, 63(4), December 2004; and J. Woody Stanley and Christopher Weare, “The effects of Internet use on political participation: Evidence from an agency online discussion forum,” *Administration and Society*, 36(5), November 2004.

<sup>4</sup> Christien Enzing et al, “Commercialization of biotechnology: Do dedicated public policies matter?” *Science and Public Policy*, 31(5), October 2004; Alexandros Bousios and Jacqueline Senker, “Assessing the achievement of specific policy objectives:

## 7. Governance

This topic is of course a complex one that is still subject to much discussion within public administration scholarship. For some, the term connotes little more than the exercise of the responsibilities of government. In this sense one speaks easily of “good” or “bad” governance – a job well or poorly done.

A second set of scholars tend to see governance as it relates to the public sector – as opposed to the private – the term increasingly carries sociological and political science implications. Even these, however, are not entirely agreed upon. “Governance” is used to refer to the larger processes of governing the polity and society which take account of the influence of non-governmental forces. Interest groups, lobbyists and policy networks are among those who contribute to the ultimate decision as to the particular manifestations of governing priorities.

For others, however, the term “governance” has become a code word to evoke dramatic transformations within the very organization and practice of governing – its processes and structures. For these scholars the traditional silo-based form of government can be, will be, or is being transformed into horizontal, devolved or distributed networks that involve a host of agents – different levels of government, arms-length public organizations, quasi-public organizations, the nonprofit and the private sectors.

Articles promoting or presuming all these differing versions of governance have been included as part of this trend. It is clearly, however, that scholars in the third category have generated the most work, and have consequently driven this trend.

The largest concentration of discussion regarding this trend focused on a particular jurisdiction: Europe. While a number of national jurisdictions were discussed, including Australia, Switzerland, Wales, Canada and Germany twice, by far the greatest attention was focused on continental governance, included thirteen discussions of the European Union. These included examinations of policy mediators, coordinated governance, administrative convergence and a common visa policy in the E.U., and the influence of E.U. and the role of the European Commission. In addition to these, there were no less than five compelling discussions of Europeanization.

“Europeanization,” which intersects some other trends, warrants elaboration. The term is occasionally mentioned in a more general sense as suggesting a Europeanization process occurring elsewhere – e.g., the adoption of values or practices informing the various forms and aspects of European unification. It is usually used in the literature generally

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Biotechnology in Greece,” *Science and Public Policy*, 32(1), February 2005; and Sharmistha Bagchi-Sen et al, “The U.S. biotechnology industry: Industry dynamics and policy,” *Environment Planning C: Government and Policy*, 22(2), April 2004.

(and in relation to this trend particularly) to connote the influences of the E.U. on partial or aspiring members of the Union: primarily the U.K. and east European countries.

This topic was also shaped by six discussions related to the issue of the New Public Management (NPM) movement. This included discussions of its role in public sector hospitals; its impact on public education; and local variations in the practice.<sup>5</sup> Another issue of similar concentration was related to questions of federalism. These five articles included discussions of state implementation of federal environmental policy in the U.S.; horizontal federalism and interstate interactions; and inter-jurisdictional competition and environmental federalism.<sup>6</sup>

As mentioned above, though, the issues that really drove this trend were those associated to the view that contemporary governance entailed an emerging form of horizontal practice and organization. Among the discussions clustered around this issue were four discussions of multi-level governance; a discussion of distributed governance; two on flattening hierarchy; five on devolution or decentralization; seven on networks; and ten on the related themes of collaborative governance, “whole government” or “joined-up” governance.<sup>7</sup>

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<sup>5</sup> Mike Dent, “Post-new public management in public sector hospitals? The U.K., Germany and Italy,” *Policy and Politics*, 33(4), October 2005; Laurence J. O’Toole, Jr. and Kenneth J. Meier, “Parkinson’s law and the new public management? Contracting determinants and service-quality consequences in public education,” *Public Administration Review*, 64(3), May-June 2004; Gerhard Hammerschmid and Renate E. Meyer, “New public management in Austria: Local variation on a global theme?” *Public Administration*, 8(3), 2005;

<sup>6</sup> Rick Travis et al, “State implementation of federal environmental policy: Explaining leveraging in the Clean Water State Revolving Fund,” *Policy Studies Journal*, 32(3), August 2004; Ann O’M Bowman, “Horizontal federalism: Exploring interstate interaction,” *Journal of Public Administration Research and Theory*, 14, October 2004; and Mitch Kunce and Jason F. Shogren, “On interjurisdictional competition and environmental federalism,” *Journal of Environmental Economics and Management*, 50(1); July 2005.

<sup>7</sup> Karen West, “From bilateral to trilateral governance in local government contracting in France,” *Public Administration*, 83(2), 2005; Christine Bellamy et al, “Joined-up government and privacy in the United Kingdom: Managing tensions between data protection and social policy,” *Public Administration*, 83(2), 2005; Chris Aulich and Jo

Among the specific discussions offered were ones on the movement from bilateral to trilateral governance; the impact of joined-up government on privacy; whole government approaches to outsourcing; flattened hierarchy in the U.K. National Health Service; devolution and innovation; second-order devolution and welfare reform; changing work in network structures; network governance and post-liberal society; joining up government in response to the Bali bombings; institutional preconditions to collaboration; and challenges and implications of collaborative management.

## **6. Public Administration of Non-Governmental Organizations**

This category included the processes of managing the creation, and supervision of the operations, of non-governmental organizations with public service responsibilities. (This category did not include arms-length government organizations such as crown corporations and agencies-- these articles were coded and calculated in another category

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Hein, "Whole-of-government approaches to outsourcing and market testing by the Commonwealth Government," *Australian Journal of Public Administration*, 4(3), September 2005; Stephen Abbott et al, "Flattening the National Health Service hierarchy: The case of public health," *Policy Studies*, 26(2), June 2005; Alka Sapat, "Devolution and innovation: The adoption of state environment policy innovations by administrative agencies," *Public Administration Review*, 64(2), March-April 2004; Chung-Lae Cho et al, "Translating national policy objectives into local achievements across planes of governance and among multiple actors: Second-order devolution and welfare reform implementation," *Journal of Public Administration Research and Theory*, 15, January 2005; Robyn Keast et al, "Network structures: Working differently and changing expectations," *Public Administration Review*, 4(3), May-June 2004; Eva Sørensen and Jacob Torfing, "Network governance and post-liberal democracy," *Administrative Theory and Praxis*, 27(2), June 2005; Lisa Paul, "New levels of responsiveness – Joining up government in response to the Bali bombings," *Australian Journal of Public Administration*, 64(2), June 2005; Alnoor Ebrahim, "Institutional preconditions to collaboration: Indian forest and irrigation policy in historical perspective," *Administration and Society*, 36(2), May 2004; and Richard D. Margerum and Debra Whitall, "The challenges and implications of collaborative management on a river basin scale," *Journal of Environmental Planning and Management*, 47(3), May 2004.

that did not make the top ten list). While there is the potential for a certain overlap with trend 7 dealing with governance, the emphasis in this category is on the creation, supervision and operation of such organizations, rather than the management and administrative significance of their functional relationship to government. This is, admittedly, a relationship that is not well documented.

The two main clusters could be described as Alternative Service Delivery (ASD) and civil society practices. There is a dispersed third cluster with an emphasis on collaborative networks. It is this third cluster that has the most overlap with the governance category. It includes topic discussions on “collaborative networks”; shaping formal networks; and collaboration as a governance strategy.<sup>8</sup>

It is the other two issue clusters, however, that really drive this trend. The “civil society practices” cluster entails six discussions of the role of civil society, as such, and seven other articles addressing specific forms of non-commercial civil society: voluntary groups, nonprofits and NGOs. It is interesting to note that in this issue cluster the greatest area of overlap with another trend is with the other category trend that displayed a high level of overlap with the “governance trend”: democratic dialogue – to be discussed below.

Non-commercial quasi-government organizations are widely perceived as potentially valuable venues for citizen engagement. Articles discussed charity law and civil society; nonprofits and civic engagement; nonprofits as protective masks for citizen participation; indigenous struggles, civil society and democracy; voluntary organizations as e-democratic actors; voluntary sector and service contracting; financial reporting by Australian nonprofit organizations; and the British NGO sector and Europeanization.<sup>9</sup>

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<sup>8</sup> Demetra Smith Nightingale, “Collaborative networks,” *Criminology and Public Policy*, 3(2), March 2004; Thade Hall and Laurence J. O’Toole, Jr., “Shaping formal networks through the regulatory process,” *Administration and Society*, 36(2), May 2004; Mark T. Imperial, “Using collaboration as a governance strategy: Lessons from six watershed management programs,” *Administration and Society*, 37(3), July 2005; Mark Winfield, “ASD in the Natural Resources Sector: An Examination of Ontario’s Forestry Compliance Self-Inspection System” *Canadian Public Administration*, 48(4), Winter 2005.

<sup>9</sup> Kerry O’Halloran et al, “Charities, civil society and the charity law reviews on the island of Ireland,” *Policy and Politics*, 32(1), January 2004; Jeffery M. Berry, “Nonprofits and civic engagement,” *Public Administration Review*, 65(5), September-October 2005; Jodie Drapal Kluver, “Disguising social change: The role of nonprofit organizations as protective masks for citizen participation,” *Administrative Theory and*

The most concentrated cluster driving this trend, perhaps unsurprisingly, was that involving issues of ASD practice. Though it only included three issues, this cluster drew nearly half the discussions of issues in this category. This included the two most discussed issues in this trend – both being among the most discussed issues in the survey: contracting and partnerships, each addressed eleven times. The cluster is rounded out with the six articles that addressed privatization. Topics discussed under privatization included: the diffusion of privatization in OECD and Latin American countries; reframing privatization with a deconstruction of the myth of efficiency; the politics and administration of privatization; performance of prison privatization in Florida; and changing objectives and formulas in Spanish privatization policies.<sup>10</sup>

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*Praxis*, 26(3), September 2004; Gerardo Otero, “Global economy, local politics: Indigenous struggles, civil society and democracy,” *Canadian Journal of Political Science*, 37(2), June 2004; John Taylor, “Voluntary organizations as e-democratic actors: Political identity, legitimacy and accountability and the need for new research,” *Policy and Politics*, 33(4), October 2005; Debiprosad Majumdar, “The community funding agency and the voluntary sector: Purchase of service contracting in Otago/Southland,” *Australian Journal of Public Administration*, 63(3), September 2004; Ted Flack and Christine Ryan, “Financial reporting by Australian nonprofit organizations: Dilemmas posed by government funders,” *Australian Journal of Public Administration*, 64(3), September 2005; and Emily Gray and Paul Statham, “The British NGO sector and Europeanization,” *Journal of Common Market Studies*, 43(4), November 2005.

<sup>10</sup> Covadonga Meseguer, “What role for learning? The diffusion of privatization in OECD and Latin American countries,” *Journal of Public Policy*, 24(3), September-December 2004; Steve R. Letta et al, “Reframing privatization: Deconstructing the myth of efficiency,” *Policy Sciences*, 37(2), 2004; Sean Nicholson-Crotty, “The politics and administration of privatization: Contracting out for corrections management in the United States,” *Policy Studies Journal*, 32(1), February 2004; Gerald G. Gaes, “Prison privatization in Florida: Promise, premise, and performance,” *Criminology and Public Policy*, 4(1), February 2005; and Javier Bilbao Ubillos, “Changing objectives and formulas in privatization policies: The case of Spain,” *Administration and Society*, 37(2), May 2005.

Themes addressed in the contracting issue included: contractual uncertainty and public contracting; contracting determinants and service-quality consequences; citizens in the government-nonprofit contracting relationship; international outsourcing and incomplete contracts; and contracting out in Korean local governments.<sup>11</sup> And among the topics discussed under the issue of partnerships were community involvement in rural regeneration projects; technology transfer partnerships; transport infrastructure public-private partnerships in the Netherlands; network analysis to strengthen community partnerships; testing the boundaries of public-private partnerships; and the risks of public-private partnerships.<sup>12</sup>

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<sup>11</sup> Chris Lonsdale, "Contractual uncertainty, power and public contracting," *Journal of Public Policy*, 25(3), May-August 2005; Laurence J. O'Toole, Jr. and Kenneth J. Meier, "Parkinson's Law and the new public management? Contracting determinants and service-quality consequences in public education," *Public Administration Review*, 64(3), May-June 2004; David M. Van Slyke and Christine H. Roch, "What do they know, and whom do they hold accountable? Citizens in the government-nonprofit contracting relationship," *Journal of Public Administration Research and Theory*, 14(2), April 2004; Barbara J. Spencer, "Presidential address: International outsourcing and incomplete contracts," *Canadian Journal of Economics*, 38(4), November 2005; and Se-Jeong Park, "Contracting out in Korean local governments: Current situation and challenges ahead," *International Review of Administrative Sciences*, 70(3), September 2004.

<sup>12</sup> Arthur P. Williamson, "Addressing fragmentation and social exclusion through community involvement in rural regeneration partnerships: Evidence from the Northern Ireland experience," *Policy and Politics*, 32(3), July 2004; Pablo Saavedra and Barry Bozeman, "The 'Gradient Effect' in federal laboratory-industry technology transfer partnerships," *Policy Studies Journal*, 32(2), May 2004; J. (Joop) F.M. Koppenjan, "The formation of public-private partnerships: Lessons from nine transport infrastructure projects in the Netherlands," *Public Administration*, 83(3), 2005; Keith G. Provan et al, "The use of network analysis to strengthen community partnership," *Public Administration Review*, 65(5), September-October 2005; Andrew D. James et al, "Testing the boundaries of public private partnership: The privatization of the U.K. Defence Evaluation and Research Agency," *Science and Public Policy*, 32(2), April

## 5. Democratic Dialogue

This topic entails all discussions related to the full range of practices that bring the public into a governance process. Indeed, IPAC has been promoting the term and concept “governance dialogue” as an umbrella category that encompassed the full range of public participation in both policy-making and service delivery and has devoted an entire website to the topic: The IPAC Centre for Governance Dialogue ([www.quantumgovernance.ca](http://www.quantumgovernance.ca)). This range stretches from traditional consultation, even including opinion surveying, to the more ambitious endeavours to create new institutional fora to reform democracy. However, the need to clearly distinguish this trend from trend number seven required the use of a slightly altered rubric – which hopefully still expresses the spirit of its themes and issues.

Because most of the issues dealt with under the topic of “democratic dialogue” address the means to provide a wider, more abstract public input into governance, this trend should be considered a subset of the governance topic. Indeed, had trends 5 and 7 been combined, the resulting category would have easily constituted the number one trend in the public administration periodical literature over the last two years.

However, having taken the path of distinguishing them, a review of the issues that drove this topic finds it to be another example of wide dispersion. Only one issue is addressed in seven articles; another in six articles; and one other in five. The rest are discussed in three articles or less. There is, though, a pattern of three issue clusters that provide an analytic coherence to the “democratic dialogue” trend. These three clusters could be described as: social forms, process theory, and institutional fora.

The social forms cluster gathers a series of related topics that all touch in some way on the relational practices of popular participation. These include one discussion of participatory governance; two discussions of each democratic governance and community involvement; and three discussions of community governance. Admittedly, the nomenclature can tend a bit toward hair-splitting, but one shouldn’t be too fast to lump all these discussions into the same bag. Among the specific discussions were those on wiring organizations for community governance, with a view to the characteristics of “high organizational citizenship”; improving catchment management through community development; community-based environmental planning; and community governance and democracy.<sup>13</sup>

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2005; and Graeme Hodge, “The risky business of public-private partnership,”

*Australian Journal of Public Administration*, 63(4), December 2004.

<sup>13</sup> Margaret Banyan, “Wiring organizations for community governance: Characteristics of high organizational citizenship,” *Administrative Theory and Praxis*, 26(3), September 2004; C.T. Morris and R.M. Morris, “The Ythan Project: A case study on improving catchment management through community involvement,” *Journal of Environmental*

The process theory cluster entails a discussion of prerequisites to participation, two discussions of interactive policy-making, three discussions of discourse and seven discussions of deliberation. This cluster of issues all address the conditions and possibilities for the kind of democratic dialogue that would allow the public to effectively and fairly engage in the processes of effective governance. The emphasis on deliberation, as revealed by the extent it was discussed, is especially important in this regard. It cuts to the very core of both the means to, and legitimacy of, substantive and effective public participation in decision-making.

Among the themes addressed in relation to this issue were deliberative group dynamics in interactive policy-making; deliberative experience and democratic procedures; the paradox of deliberation; tensions between deliberative democracy and the NPM; a deliberative exercise for allocating limited health care resources; and recruitment, composition and mandate issues in deliberative processes.<sup>14</sup> Other topics addressed in the process theory cluster of issues included the public governance of collaborative spaces – emphasizing discourse and design in democracy; a conceptual foundation for

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*Planning and Management*, 48(3), May 2005; Marcus B. Lane and Geoff McDonald, “Community-based environmental planning: Operational dilemmas, planning principles and possible remedies,” *Journal of Environmental Planning and Management*, 48(5), September 2005; and Peter Somerville, “Community governance and democracy,” *Policy and Politics*, 33(1), January 2005.

<sup>14</sup> Bas van Stokkom, “Deliberative group dynamics: power, status and affect in interactive policy making,” *Policy and Politics*, 33(3), July 2005; Ülkü Doğanay, “Rethinking democratic procedures: Democracy and deliberative experiences in Turkey’s LA21 process,” *Political Studies*, 52(4), December 2004; Eric Montpetit et al, “The paradox of deliberative democracy: The National Action Committee on the Status of Women and Canada’s policy on reproductive technology,” *Policy Sciences*, 37(2), 2004; John R. Parkinson, “Why deliberate? The encounter between deliberation and new public managers,” *Public Administration*, 82(2), 2004; Susan Dorr Goold et al, “Choosing health plans all together: A deliberative exercise for allocating limited health care resources,” *Journal of Health Politics, Policy and Law*, 30(4), August 2005; and Ben B. Davies et al, “‘Recruitment,’ ‘composition,’ and ‘mandate’ issues in deliberative processes: Should we focus on arguments rather than individuals?” *Environment and Planning C: Government and Policy*, 23(4), August 2004.

civic discourse in public administration; and an exploration of the roles of radio and ICT in the context of a discussion of dialogue and public space.<sup>15</sup>

The third issue cluster driving this trend, institutional fora, was concerned with the actual institutional forms that could provide a concrete and effective forum for democratic dialogue. Again, there was a range of fora discussed, from the use and revitalization of well-established venues to the exploration of more creative and ambitious practices. This cluster included single discussions of public meetings, neighbourhood councils, public hearings and citizen juries. There also was a discussion of conditions for institutionalizing public participation. There were two discussions of mega-consultations. And the topic commanding the most attention – in many minds the most important forum for substantive and effective democratic dialogue in complex, large scale, contemporary society – the Internet was addressed in six articles.

Among the themes discussed under this cluster were institutionalizing participation and governance – addressing new participative structures in local Irish government; critical factors for enhancing municipal public hearings; organizing a meta-consultation for Canada’s social security reform; and the role of citizen juries in the E.U. Water Framework Directive.<sup>16</sup> The discussions focusing particularly on the Internet addressed topics such as civil society web sites; the promise and perils of electronic public engagement; interactive computer-based materials for enhancing public participation; the

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<sup>15</sup> Chris Skelcher et al, “The public governance of collaborative spaces: discourse, design and democracy,” *Public Administration*, 83(3), 2005; Eric Austin, “Building on place: A conceptual foundation for civic discourse in public administration,” *Administrative Theory and Praxis*, 26(3), September 2004; and Ann Dale and Ted Naylor, “Dialogue and public space: An exploration of radio and information communications technologies,” *Canadian Journal of Political Science*, 38(1), March 2005.

<sup>16</sup> Mark Callanan, “Institutionalizing participation and governance? New participative structures in local government in Ireland,” *Public Administration*, 83(4), 2005; William H. Baker et al, “Critical factors for enhancing municipal public hearings,” *Public Administration Review*, 65(4), July-August 2005; Evert A. Lindquist, “Organizing for mega-consultation: HRDC and social security reform,” *Canadian Public Administration*, 48(3), winter 2005; and Wendy Kenyon, “A critical review of citizens’ juries: How useful are they in facilitating public participation in the E.U. Water Framework Directive?” *Journal of Environmental Planning and Management*, 48(3), May 2005.

effects of Internet use on political participation; and an examination of the electronic ties between citizens and governments.<sup>17</sup>

#### 4. Environmental policy

The lower ranked of the two policy areas that were among the top ten topics present special problems in analysis: “environmental policy” is highly dispersed, does not lend itself to especially strong cluster analysis and falls easily into the category of managing regulation.

One cluster that does suggest itself is the management of environmental planning. Among the topics addressed under this rubric: understanding the waste management crisis and improving practice through planning theory; mandatory planning for environmental innovation; assessing performance of biodiversity planning; conservation planning at the landscape scale; collaborative watershed planning; and participatory planning and a virtual landscape model.<sup>18</sup>

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<sup>17</sup> László Bruszt et al, “Shaping the web of civic participation: Civil society websites in Eastern Europe,” *Journal of Public Policy*, 25(1), January-April 2005; Gene Rowe and John G. Gammock, “Promise and perils of electronic public engagement,” *Science and Public Policy*, 31(1), February 2004; Maria Manta Conroy and Steven I. Gordon, “Utility of interactive computer-based materials for enhancing public participation,” *Journal of Environmental Planning and Management*, 47(1), January 2004; J. Woody Stanley and Christopher Weare, “The effects of Internet: Use on political participation: Evidence from an agency online discussion forum,” *Administration and Society*, 36(5), November 2004; and John Clayton Thomas and Gregory Strieb, “E-democracy, e-commerce, and e-research: Examining the electronic ties between citizens and governments,” *Administration and Society*, 37(3), July 2005.

<sup>18</sup> Charles Hostovsky, “Evaluation in integrated waste management: Understanding the crisis and improving practice through planning theory,” *Canadian Journal of Urban Research*, 14(1), supplement 2005; Dara O’Rourke and Eungkyoon Lee, “Mandatory planning for environmental innovation: Evaluating regulatory mechanisms for toxics use reduction,” 47(2), March 2004; Neil A. Powe et al, “Putting action into biodiversity planning: Assessing preferences towards funding,” *Journal of Environmental Planning and Management*, 47(2), March 2004; Jonathan Kazmierski et al, “Conservation planning at the landscape scale: A landscape ecology method for regional land trusts,” *Journal of Environmental Planning and Management*, 47(5), September 2004; Clare M.

Most of the other discussions of environmental policy were engaged by no more than two or three articles. The most concentrated focus on an issue was sustainability, which was addressed by four articles. The topics considered were: environmental sustainability and environmental reform in local government; sustainable development as a policy telos; national strategies for sustainable development in Europe; and sustainability of human and ecological health protection.<sup>19</sup>

Other issues addressed competition (from a variety of vantage points):

- Competition and cooperation in environmental policy pressure groups
- Economic competition and environmental regulation; and

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Ryan and Jacqueline S. Klug, "Collaborative watershed planning in Washington State: Implementing the Watershed Planning Act," *Journal of Environmental Planning and Management*, 48(4), July 2004; and Eckart Lange and Sigrid Hehl-Lange, "Combining a participatory planning approach with a virtual landscape model for the siting of wind turbines," *Journal of Environmental Planning and Management*, 48(6), November 2005.

<sup>19</sup> Gareth Enticott and Richard M. Walker, "Environmental sustainability and management reform in local government: An empirical analysis," *Policy and Politics*, 33(2), April 2005; Yoram Levy and Marcel Wissenburg, "Sustainable development as a policy telos: A new approach to political problem-solving," *Political Studies*, 52(4), December 2004; Reinhard Steurer and André Martinuzzi, "Towards a new pattern of strategy formation in the public sector: First experiences with national strategies for sustainable development in Europe," *Environment and Planning C: Government and Policy*, 23(3), June 2005; and Joanna Burger, "Use of ecological risk data in the development of visions, conceptual site models and maps for Department of Energy lands: Ensuring sustainability of protecting human and ecological health," *Journal of Environmental Planning and Management*, 48(5), September 2005.

➤ Corruption, political competition and environmental policy.<sup>20</sup>

Devolution, innovation and learning were also addressed, sometimes with overlapping concern: devolution and innovation in state environmental policy; trans-boundary spillovers and decentralization of environmental policy; effects of learning and technological progress in environmental policy; and learning and environmental policy integration.<sup>21</sup>

There were also a number of issues addressing particular problems in environmental policy-making: community concerns over landfills in Vietnam; incineration politics and waste governance in Ireland; collaborative watershed management; effective climate change policy-making; evaluation in integrated waste management; and barriers to Canadian municipal response to climate change.<sup>22</sup>

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<sup>20</sup> Katharina Holzinger and Christoph Knill, "Competition and cooperation in environmental policy: Individual and interaction effects," *Journal of Public Policy*, 24(1), January-April 2004; Thomas Bernauer and Ladina Caduff, "In whose interest? Pressure group politics, economic competition and environmental regulation," *Journal of Public Policy*, 24(1), January-April 2004; John K. Wilson and Richard Damania, "Corruption, political competition and environmental policy," *Journal of Environmental Economics and Management*, 49(3), May 2005.

<sup>21</sup> Alka Sapat, "Devolution and innovation: The adoption of state environmental policy innovations by administrative agencies," *Public Administrative Review*, 64(2), March-April 2004; Hilary Sigman, "Transboundary spillovers and decentralization of environmental policies," *Journal of Environmental Economics and Management*, 50(1), July 2005; Gustav Feichtinger et al, "Environmental policy, the Porter Hypothesis and the composition of capital: Effects of learning and technological progress," *Journal of Environmental Economics and Management*, 50(2), September 2005; and Måns Nilsson, "Learning, frames, and environmental policy integration: The case of Swedish energy policy," *Environment and Planning C: Government and Policy*, 23(2), April 2005.

<sup>22</sup> Nguyen Quang Tuan and Virginia W. Maclaren, "Community concerns about landfills: A case study of Hanoi, Vietnam," *Journal of Environmental Planning and Management*, 48(6), November 2005; Anna R. Davies, "Incineration politics and the geographies of waste governance: A burning issue for Ireland?" *Environment and Planning C: Government and Policy*, 23(3), June 2005; Mark Labell, "Collaborative

### 3. Organizational Culture

This category was defined in a highly catholic manner. Any issue that was concerned primarily with the manner in which public administrators interacted with each other or their work was included. It too has a high dispersion of attention to issues: only two issues being discussed in more than four articles – and only one other in four. Again, it is useful to analyze this trend in terms of issue clusters. These we could call challenges of professionalism, organizational dynamics and optimizing capacity.

The challenges of professionalism refer to the tendency of public administrators – particularly at the managerial level – to think of themselves as a profession. While benefits of heightened standards and ethics could be hoped for from such developments, the frequently observed danger in professionalization of an exclusivist worldview and jargon is a real danger. The two main issues identified in this cluster are managerialism and self-reflexivity, both discussed in three articles. Some of the topics discussed were the social exclusion potential in the meeting between managerialism and the needs of community development; the debate over managerial values; the dichotomy between politics and neutrality; the managerial fervor for values and ethics; and self-evaluating organizations.<sup>23</sup>

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watershed management: A view from the grassroots,” *Policy Studies Journal*, 32(3), August 2004; Anne Arquit Niederberger, “Science for climate change policy-making: Applying theory to practice to enhance effectiveness,” *Science and Public Policy*, 32(1), February 2005; Charles Hostovsky, “Evaluation in integrated waste management: Understanding the crisis and improving practice through planning theory,” *Canadian Journal of Urban Research*, 14(1), supplement 2005; and Pamela J. Robinson and Christopher D. Gore, “Barriers to Canadian municipal response to climate change,” *Canadian Journal of Urban Research*, 14(1), supplement 2005.

<sup>23</sup> David Turner and Steve Martin, “Managerialism meets community development: Contracting for social inclusion?” *Policy and Politics*, 32(1), January 2004; Gareth Enticott, “Using multiple information in public administration: Revisiting the managerial values and actions debate,” Patrick Overeem, “The value of the dichotomy: Politics, administration, and the political neutrality of administrators,” *Administrative Theory and Praxis*, 27(2), June 2005; Christian Rouillard and Dalie Giroux, “Public administration and the managerialist fervour for values and ethics: Of collective confusion in control societies,” *Administrative Theory and Praxis*, 27(2), June 2005;

The cluster of organizational dynamics issues revolved around the questions of what and how things happen in public administrations. The only high concentration issue was that entailing the six articles, second highest concentration in the trend, which addressed organizational performance. Some of the topics discussed under that issue were performance of law enforcement agencies; testing a multi-dimensional model of organizational performance; institutional design vs. reputation effects on performance of U.S. macroeconomic and fiscal projections; the role of individual-level factors; and the effects of managerial succession on organizational performance.<sup>24</sup> Other topics discussed in this cluster of issues included bureaucratic autonomy and organizational culture; does rule dysfunction alienate public employees; bureaucratic leverage over policy choice; and bureaucratic reform in Australia.<sup>25</sup>

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and George A. Boyne et al, "Toward the self-evaluating organization? An empirical test of the Wildavsky Model," *Public Administration Review*, 64(4), August 2004.

<sup>24</sup> Sean Nicholson-Crotty and Laurence O'Toole Jr., "Public management and organizational performance: The case of law enforcement agencies," *Journal of Public Administration Research and Theory*, 14(1), January 2004; Sally Coleman Selden and Jessica E. Sowa, "Testing a multi-dimensional model of organizational performance: Prospects and problems," *Journal of Public Administration Research and Theory*, 14(3), July 2004; George A. Krause and James W. Douglas, "Institutional design versus reputation affects on bureaucratic performance: Evidence from U.S. government macroeconomic and fiscal projections," *Journal of Public Administration Research and Theory*, 15(2), April 2005; Sangmook Kim, "Individual-level factors and organizational performance in government organizations," *Journal of Public Administration Research and Theory*, 15(2), April 2005; and Gregory C. Hill, "The effects of managerial succession on organizational performance," *Journal of Public Administration Research and Theory*, 15(4), October 2005.

<sup>25</sup> Kutsal Yesilkagit, "Bureaucratic autonomy, organizational culture, and habituation: Politicians and independent administrative bodies in the Netherlands," *Administration and Society*, 36(5), November 2004; Leisha De Hart-Davis and Sanjay K. Pandey, "Red tape and public employees: Does perceived rule dysfunction alienate managers?" *Journal of Public Administration Research and Theory*, 15(1), January 2005; Junseok Kim and Brian Gerber, "Bureaucratic leverage over policy choices: Explaining the dynamics of state-level reforms in telecommunications regulation," *Policy Studies*

The “optimizing capacity” cluster entails issues that address the means for public administrators to enhance the abilities or conditions for doing their work. The issue concentration in this cluster had both control and strategy addressed by two articles, competency by three articles, “innovation” by four, and – the most concentrated issue driving this trend – “learning”, addressed by seven articles. Topics addressed by the articles discussing learning included: goal-oriented learning and performance management; the effects of politicalization on organizational learning; policy learning with collective benchmarking; and effects of learning and technological progress.<sup>26</sup>

Other themes addressed in this cluster were innovation systems as regional policy frameworks; explaining the adopting of innovation; the innovation capacities of central and eastern countries in the E.U.; competency management and civil service professionalism; and, strategy content and public service organizations.<sup>27</sup>

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*Journal*, 33(4), November 2005; Richard Shaw, “Shaping bureaucratic reform down-under,” *Commonwealth and Comparative Politics*, 42(2), July 2004.

<sup>26</sup> Donald P. Moynihan, “Goal-based learning and the future of performance management,” *Public Administration Review*, 65(2), March-April 2005; Sander Dekker and Dan Hansen, “Learning under pressure: The effects of politicalization on organizational learning in public bureaucracies,” *Journal of Public Administration Research and Theory*, 14(2), April 2004; Marianne Paasi, “Collective benchmarking of policies: An instrument for policy learning in adaptive research and innovation policy,” *Science and Public Policy*, 32(1), February 2005; and Gustav Feichtinger et al, “Environmental policy, the porter hypothesis and the composition of capital: Effects of learning and technological progress,” *Journal of Environmental Economics and Management*, 50(2), September 2005.

<sup>27</sup> Manuel Laranja, “Innovation systems as regional policy frameworks: The case of Lisbon and Tagus Valley,” *Science and Public Policy*, 31(4), August 2004; George A. Boyne et al, “Explaining the adoption of innovation: An empirical analysis of public management reform,” *Environment and Planning C: Government and Policy*, 23(3), June 2005; Slavo Radosevic, “The innovation capacities of the CEECs in the enlarged E.U.,” *Journal of Common Market Studies*, 42(3), September 2004; Frits M. van Der Meer and Theo A. J. Toonen, “Competency management and civil service professionalism in Dutch central government,” *Public Administration*, 83(4), 2005; George A. Boyne and Richard M. Walker, “Strategy content and public service

## 2. Health Policy

This scholarly area of concern is subject to broad definition. As it was with the other policy-based trend (environmental policy) this area occupied a good deal of intellectual space with the concern for “regulation”. Like environment, the term “health” – depending upon the degree of abstraction with which it is applied – can beget a kind of conceptual colonialism. To keep some practical boundaries on the category, the purview that Health Canada would apply to itself was the rule-of-thumb guide for delineating issue qualification.

Again, though perhaps not as tidily, a cluster pattern analysis helps delineate the issues driving this fourth trend. Two jurisdictions stand out in the literature: the U.K. and Canada.<sup>28</sup> There are four other discernable clusters: those related to alternative service delivery (ASD) practices, policy management concerns, sector problems and health care coverage regimes.

The U.K. generally, and the much-discussed policies that New Labour brought to U.K. health care particularly, are discussed in five separate articles. Topics included: reforming patient and public involvement in the National Health Service (NHS); health service organization in the U.K.; and sub-optimality in NHS sourcing in the U.K.<sup>29</sup> The most widely discussed jurisdiction though was Canada. This no doubt reflected a bias toward Canadian journals in creation of the survey sample. (All but one of the articles was in Canadian journals.) Among the topics discussed were the future of public health in Canada; legal foundations for a National Public Health Agency in Canada; physician retention in Ontario; and client retention in a B.C. methadone program.<sup>30</sup>

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organizations,” *Journal of Public Administration Research and Theory*, 14(2), April 2004.

<sup>28</sup> Also of note was a special issue on European health policy in the *Journal of Health Politics, Policy and Law*, 30(1-2), February-April 2005.

<sup>29</sup> Rob Baggott, “A funny thing happened on the way to the forum? Reforming patient and public involvement in the NHS in England,” *Public Administration*, 83(3), 2005; Ian Greener, “Health service organization in the U.K.: A political economy approach,” *Public Administration*, 82(3), 2004; and Andrew Cox et al, “Sub-optimality in NHS sourcing in the U.K.: Demand-side constraints on supply-side improvement,” *Public Administration*, 83(2), 2005.

<sup>30</sup> J. Frank et al, “Proceedings of the ‘Think tank on the future of public health in Canada’ Calgary, May 10, 2003,” *Canadian Journal of Public Health*, 95(1), January-February 2004; N.M Ries and T. Caulfield, “Legal foundations for a National Public Health

For the policy management concerns, topics included identification of visions guiding policy innovation in Canada; restructuring mental health policy in Ontario; and the use of evidence-based policy in New Zealand.<sup>31</sup> The sector problems cluster of issues included two discussions each of BSE, tuberculosis and drug programs, and there were four discussions of physician-related issues. Among the topics addressed were two political analyses of U.K. BSE policy; the formulation and implementation of a new TB control program in Israel; an examination of the distributional effects of “general population”

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Agency in Canada,” *Canadian Journal of Public Health*, 96(4), July-August 2005; Samuel E.D. Shortt et al, “Family physicians for Ontario: An approach to production and retention policy,” *Canadian Public Policy*, XXXI(2), June 2005; and J.F. Anderson and L.D. Warren, “Client retention in the British Columbia Methadone Program, 1996-1999,” *Canadian Journal of Public Health*, 95(2), March-April 2004.

<sup>31</sup> Pascale Lehoux et al, “Dissemination of health technology assessment: Identifying the visions guiding an evolving policy innovation in Canada,” *Journal of Health Politics, Policy and Law*, 30(4), August 2005; Mary E. Wiktorowicz, “Restructuring mental health policy in Ontario: Deconstructing the evolving welfare state,” *Canadian Public Administration*, 48(3), winter 2005; and Tim Tenbensel, “Does more evidence lead to better policy? The implications of explicit priority-setting in New Zealand’s health policy for evidence-based policy,” *Policy Studies*, 25(3), September 2004.

prescription drug programs in Canada; reducing delay in new-drug review; and the relationship between physicians and corporations.<sup>32</sup>

The cluster of issues around ASD practices in health policy included a couple discussions of both policy entrepreneurship and corporatization, and three addressing constraints on privatization. Some of the topics discussed were policy entrepreneurship and managed competition in U.S. medicine; a comparative analysis of entrepreneurial approaches; U.S. legislative and judicial constraints on privatizations of special health care needs; and the corporatization of American hospitals.<sup>33</sup>

Finally, the health care coverage regimes cluster was the most concentrated set of issues driving this trend. There were two discussions of managed care, three of medicare and eight – the single most concentrated issue driving this trend – addressing the broader area

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<sup>32</sup> Ian Forbes, “Making a crisis out of a drama: The political analysis of BSE policy-making in the U.K.,” *Political Studies*, 52(2), June 2004; Roman Gerodimos, “The U.K. BSE crisis as a failure of government,” *Public Administration*, 82(4), 2004; Daniel Weiler-Ravell et al, “Circumstances leading to the formulation and implementation of a new TB control program in Israel: A case study in public health policy,” *Journal of Public Health Policy*, 25(1), 2004; Sule Alan et al, “Distributional effects of ‘general population’ prescription drug programs in Canada,” *Canadian Journal of Economics*, 38(1), February 2005; Mary K. Olson, “Managing delegation in the FDA: Reducing delay in new-drug review,” *Journal of Politics, Policy and Law*, 29(3), June 2004; and Lawrence P. Casalino, “Physicians and corporations: A corporate transformation of American medicine,” *Journal of Politics, Policy and Law*, 29(4-5), August-October 2004.

<sup>33</sup> Thomas R. Oliver, “Policy entrepreneurship in the social transformation of American medicine: The rise of managed care and managed competition,” *Journal of Politics, Policy and Law*, 29(4-5), August-October 2004; Patricia A. Rowe et al, “A comparative analysis of entrepreneurial approaches within public healthcare organizations,” *Australian Journal of Public Administration*, 63(2), June 2004; Christine M. Reed and Kyle P. Meyer, “Medicaid managed care for children with special health care needs: Examining legislative and judicial constraints on privatization,” *Public Administration Review*, 64(2), March-April 2004; Gloria J. Bazzoli, “The corporatization of American hospitals,” *Journal of Politics, Policy and Law*, 29(4-5), August-October 2004.

of health insurance. Among the topics addressed were the distributional consequences of a medicare premium support proposal; competing ideals in medicare reform; the death of managed care; enrolling children in public insurance; monitoring the uninsured; and policies to preserve and reconstruct health insurance coverage in Maryland.<sup>34</sup>

## 1. Regulation

With over one hundred citations in the sampled literature, regulation is far and away the leading topic in the public administration scholarly periodical literature. It is worth noting too that, though they exist, no periodicals specializing in regulation were included as part of the periodical sample for this survey. (Indeed, at the time of writing, the founding of yet another journal was announced: *Regulation & Governance*, to be edited by two of the most fertile thinkers on this topic, John Braithwaite and Cary Coglianese.)

Though the top trend in the literature has a high dispersion of issues, there are also a number of clusters that reward closer attention. First, there are a couple jurisdictions that receive a lot of attention. After that the most highly concentrated issue clusters are those that we could describe as techniques/instruments of regulation; regulatory relations; regulatory orientation; and sectors/problems of regulation.

The two main jurisdictions discussed in the literature were the U.K. and the E.U. – with eight and nine articles each respectively. For the U.K., the topics included:

- participative risk regulation and reform;
- food safety; genetically modified crops;
- the new risk management;

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<sup>34</sup> Thomas Rice and Katherine A. Desmond, “The distributional consequences of a medicare premium support proposal,” *Journal of Health Politics, Policy and Law*, 29(6), December 2004; Kalun Kalu, “Competing ideals and the public agenda in medicare reform: The ‘garbage can’ model revisited,” *Administration and Society*, 37(1), March 2005; Mark A. Hall, “The death of managed care: A regulatory autopsy,” *Journal of Health Politics, Policy and Law*, 30(3), June 2005; Karl Kronebusch and Brian Elbel, “Enrolling children in public insurance: SCHIP, Medicaid, and state implementation,” *Journal of Health Politics, Policy and Law*, 29(3), June 2004; Lynn A. Blewett et al, “Monitoring the uninsured: A state policy perspective,” *Journal of Health Politics, Policy and Law*, 29(1), February 2004; and Thomas R. Oliver, “Holding back the tide: Policies to preserve and reconstruct health insurance coverage in Maryland,” *Journal of Health Politics, Policy and Law*, 29(2), April 2004.

- regulatory styles and the evolving influence of environmental regulations; and,
- regulating science and technology in U.K. biotechnology industry.<sup>35</sup>

For the European Union, among the topics addressed were regulation of agri-biotechnology; the future of financial regulation in Europe; developments in E.C. competition law; and the political economy of multi-tiered regulation in Europe.<sup>36</sup>

With the sectors/problems cluster there is an even dispersion of topic discussion: telephone and telecommunications, food, smoking, and obesity are discussed in three articles, and regulation of markets is addressed four times. The specific topics included:

- the fungibility of U.S. and British telephone regulation;
- the dynamics of state-level reforms in telecommunications regulation;
- competition and regulation issues in telecommunications;
- the politics of food regulation and reform in Ireland;
- rebuilding confidence in Europe's food through regulating risks;
- regulating environments to reduce obesity;

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<sup>35</sup> Henry F. Rothstein, "Precautionary bans or sacrificial lambs? Participative risk regulation and the reform of the U.K. food safety regime," *Public Administration*, 82(4), 2004; Sue Oreszcyn, "GM crops in the United Kingdom: Precaution as process," *Science and Public Policy*, 32(4), August 2005; Julia Black, "The emergence of risk-based regulation and the new public risk management in the United Kingdom," *Public Law*, August 2005; and Andy Gouldson, "Cooperation and the capacity for control: Regulatory styles and the evolving influence of environmental regulations in the U.K.," *Environment and Planning C: Government and Policy*, 22(4), August 2004.

<sup>36</sup> Les Levidow et al, "European Union regulation of agri-biotechnology: Precautionary links between science, expertise and policy," *Science and Public Policy*, 32(4), August 2005; E. Wymeersch, "The future of financial regulation and supervision in Europe," *Common Market Law Review*, 42(4), August 2005; S.B. Völcker, "Developments in E.C. competition law in 2004: An overview," *Common Market Law Review*, 42(6), December 2005; and Phedon Nicolaidis, "The Political economy of multi-tiered regulation in Europe," *Journal of Common Market Studies*, 42(3), September 2004.

- public law regulations of markets and fairs;
- and preventing market abuses.<sup>37</sup>

The regulatory orientation cluster was less evenly balanced. There was one discussion on modeling the choice between regulation and liability, another comparing the effectiveness of regulation and criminal prosecution, one on risk-based regulation, and another on “smarter” regulation. There were also a couple discussions of innovation, including one addressing regulation as “the mother of innovation.”<sup>38</sup> The most highly concentrated issue in this cluster, however, centred around topics related to the role of precaution in regulation. A key factor in this concentration was a special issue on

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<sup>37</sup> Michael J. Zarkin et al, “Drawing lessons from across the pond: The fungibility of U.S. and British telephone regulation,” *Policy and Politics*, 33(2), April 2005; Junseak Kim and Brian Gerber, “Bureaucratic leverage over policy choice: Explaining the dynamics of state-level reforms in telecommunications regulation,” *Policy Studies Journal*, 33(4), November 2005; Darryl Biggar, “Competition and regulation issues in telecommunications,” *OECD Journal of Competition Law and Policy*, 5(3); George Taylor and Michelle Millar, “The politics of food regulation and reform in Ireland,” *Public Administration*, 82(3), 2004; Everard Smith et al, “Regulating food risks: Rebuilding confidence in Europe’s food?” *Environment and Planning C: Government and Policy*, 22(4), August 2004; Cheryl L. Haynes et al, “Regulating environment to reduce obesity,” *Journal of Public Health*, 25(3&4), 2004; Barry Hough, “Public law regulation of markets and fairs,” *Public Law*, August 2005; and Terry Winslow, “Preventing market abuses and promoting economic efficiency, growth and opportunity,” *OECD Journal of Competition Law and Policy*, 6(1&2).

<sup>38</sup> Marcel Boyer and Donatella Porrini, “Modelling the choice between regulation and liability in terms of social welfare,” *Canadian Journal of Economics*, 37(3), August 2004; David J. Middleton, “The legal and regulatory response to solicitors involved in serious fraud: Is regulatory action more effective than criminal prosecution?” *British Journal of Criminology*, 45(6), November 2005; Robert Baldwin, “Better regulation smarter regulation?” *Public Law*, August 2005; Julia Black, “The emergence of risk-based regulation and the new public risk management in the United Kingdom,” *Public Law*, August 2005; and Margaret R. Taylor, “Regulation as the mother of innovation: The case of SO<sub>2</sub> control,” *Law and Policy*, 27(2), April 2005.

“precautionary expertise for E.U. agbiotech regulation,” in *Science and Public Policy*, 32(4), August 2005. That issue of the journal included discussions of this theme in Austria, Germany, Denmark, France, the Netherlands, the U.K. and the E.U. generally. There were a few other articles addressing this issue, including one that boldly asked “precaution maybe, but what’s the principle?”<sup>39</sup>

The two issue clusters that really drove this trend to the top of the chart were those of regulatory techniques/instruments and regulatory relations. The regulatory relations cluster includes both relations between regulators and between regulators and regulatees. The two most concentrated issue discussions were around compliance and competition, with 10 and nine addressing each issue. There were a host of other issues, including enforcement, deterrence, cooperation and self-regulation. Among the topics discussed were the impact of enforcement of self-regulation and conceptions of compliance; state nursing home enforcement systems; motivating management in corporate compliance; cooperation and the capacity for control in regulatory styles; incentives for environmental self-regulation and implications for environmental performance; and public vs. private regulation.<sup>40</sup>

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<sup>39</sup> Mike Feintuck, “Precautionary maybe, but what’s the principle? The precautionary principle, the regulation of risk, and the public domain,” *Journal of Law and Society*, 32(3), September 2005.

<sup>40</sup> Robyn Fairman and Charlotte Yapp, “Enforced self-regulation, prescription, and conceptions of compliance within small business: The impact of enforcement,” *Law and Policy*, 27(4), October 2005; Charlene Harrington et al, “State nursing home enforcement systems,” *Journal of Health Politics, Policy and Law*, 29(1), February 2004; Neil A. Gunningham et al, “Motivating management: Corporate compliance in environment protection,” *Law and Policy*, 27(2), April 2005; Andy Gouldson, “Cooperation and the capacity for control: Regulatory styles and the evolving influence of environmental regulation in the U.K.,” *Environment and Planning C: Government and Policy*, 22(4), August 2004; Wilma Rose Q. Anton et al, “Incentives for environmental self-regulation and implications for environmental performance,” *Journal of Environmental Economics and Management*, 48(1), July 2004; and Anthony G. Heyes and John W. Maxwell, “Private vs. public regulation: Political economy of the international environment,” *Journal of Environmental Economics and Management*, 48(2), September 2004.

Treatments addressing competition included discussion primarily of competition among regulators, though there were some articles addressing the regulation of competition. These included: the puzzle of regulatory competition; inter-jurisdictional competition and environmental federalism; competition and regulation issues in the pharmaceutical industry; regulatory competition in tax and company law; and compliance, competition and communication.<sup>41</sup> And the topics of the most concentrated issue in the cluster, compliance, included discussions of different approaches to compliance motivations; regulatory compliance in opinion poll reporting; when and why do plants comply?; and a discussion of compliance motivations.<sup>42</sup>

Finally, the most richly dispersed cluster of issues driving the leading trend of public administration scholarship over the last two years is that involving techniques and instruments of regulation. A wide range of specific instruments are addressed, along with some more general discussions over questions of instrument choice. Among the techniques discussed were the use of communications, taxes, incentives, inspection, bonds, bargaining and permits. The specific topics addressed included: the impact of warning labels on cigarette packages; achieving environmental goals through eco-labeling; preventing environmental risk with convertible bonds; bargaining in environmental regulation; using coupled incentives to improve technology adoption; emerging incentive-based instruments; incentives for self-regulation; permits, standards

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<sup>41</sup> Claudio M. Radaelli, "The puzzle of regulatory competition," *Journal of Public Policy*, 24(1), January-April 2004; Mitch Kunce and Jason F. Shogren, "On interjurisdictional competition and environmental federalism," *Journal of Environmental Economics Management*, 50(1), July 2005; Darryl Biggar, "Competition and regulation issues in the pharmaceutical industry," *OECD Journal of Competition Law and Policy*, 4(3); W. Schön, "Playing different games? Regulatory competition in tax and company law compared," *Common Market Law Review*, 42(2), April 2005; and Christoph Knill and Andrerä Lenschow, "Compliance, competition and communication," *Journal of Common Market Studies*, 43(3), September 2005.

<sup>42</sup> Peter J. May, "Regulation and compliance motivations: Examining different approaches," *Public Administration Review*, 65(1), January-February 2005; Peter A. Ferguson and Cristine de Clercy, "Regulatory compliance in opinion poll reporting during the 2004 Canadian election," *Canadian Public Policy*, XXXI(3), September 2005; Wayne B. Gray and Ronald J. Shadbegian, "When and why do plants comply? Paper mills since the 1980s," *Law and Policy*, 27(2), April 2005; Peter J. May, "Compliance motivations: Perspectives of farmers, homebuilders, and marine facilities," *Law and Policy*, 27(2), April 2005.

and technological innovation; are emissions permits regressive?; cost effective environmental policy through induced technological change; testing ambient pollution instruments with heterogeneous agents; risk exposure and market-based environmental instruments; implications for the incidence of environmental taxes; reconciling the “polluter pays principle” and Pigovian taxation; inspections, warnings and compliance; and instrument choice in a fishery.<sup>43</sup>

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<sup>43</sup> D. Hammond et al, “The impact of cigarette warning labels and smoke-free bylaws on smoking cessation: Evidence from former smokers,” *Canadian Journal of Public Health*, 95(3), May-June 2004; J.J. Koval et al, “The potential effectiveness of warning labels on cigarette packages: The perceptions of young adult Canadians,” *Canadian Journal of Public Health*, 96(5), September-October 2005; Stefanie Engel, “Achieving environmental goals in a world of trade and hidden action: The role of trade policies and eco-labeling,” *Journal of Environmental Economics and Management*, 48(3), November 2004; Andre Schmitt, “Improving the prevention of environmental risks with convertible bonds,” *Journal of Environmental Economics and Management*, 50(3), November 2005; Carmen Arguedas, “Bargaining in environmental regulation revisited,” *Journal of Environmental Economics and Management*, 50(3), November 2005; Jacek B. Krawczyk, “Use of coupled incentives to improve adoption of environmentally friendly technologies,” *Journal of Environmental Economics and Management*, 49(2), March 2005; Ian W. H. Parry, “Are emissions permits regressive,” *Journal of Environmental Economics and Management*, 47(2), March 2004; Knut Einar Rosendahl, “Cost-effective environmental policy: Implications of induced technological change,” *Journal of Environmental Economics and Management*, 48(3), November 2004; John Spraggon, “Testing ambient pollution instruments with heterogeneous agents,” *Journal of Environmental Economics and Management*, 48(2), September 2004; Fridrik M. Baldursson et al, “Price volatility and risk exposure: On market-based environmental policy instruments,” *Journal of Environmental Economics and Management*, 48(1), July 2004; Sarah E. West and Robertson C. William III, “Estimates from a consumer demand system: Implications for the incidence of environmental taxes,” *Journal of Environmental Economics and Management*, 47(3), May 2004; Athanasios Kampas and Laurent Prancks, “On the regulatory choice of refunding rules to reconcile the ‘polluter pays principle’ and Pigovian taxation: An

## Canadian Public Servants: A different Perception on Priorities

IPAC conducted a survey of its members while simultaneously pursuing this literature review. The survey was conducted electronically among IPAC's 2500 members. At the point of writing, 312 people (about 12.5%) had completed the questionnaire.

Respondents were asked to assess the following priorities and to rank them as either "very important", "somewhat important", "somewhat unimportant" or "not important".

The issues were listed as:

- Alignment between the needs of the organization and employee skills
- Work-life balance
- Financial management
- Leadership Development
- Democracy/public engagement
- New Technology
- Optimization of financial resources
- Information sharing
- Succession Planning
- Privacy and Access to Information
- Labour relations
- Staff turnover
- Information and communication technologies
- Working with Political Staff
- Budget constraints

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application," *Environment and Planning C: Government and Policy*, 23(1), February 2005; Heather Eckert, "Inspections, warnings, and compliance: The case of petroleum storage regulation," *Journal of Environmental Economics and Management*, 47(2), March 2004; and John R. Boyce, "Instrument choice in a fishery," *Journal of Environmental Economics and Management*, 47(1), January 2004.

- Collaboration within the Public Sector
- Collaboration with the non-profit sector
- Results-based management
- Inter-jurisdictional relations
- Management accountability
- Innovations in regulation
- Performance appraisal
- Relations between line ministries and central agencies
- Public-Private partnerships
- Ethics
- Customer service
- Process simplification
- Increased responsibility for managers
- Others

Remarkably, all the issues were rated as either “Very Important” or “Somewhat Important”.

The issues that received the most rating as “Very Important” were:

1. Leadership Development (66%)
2. Alignment between the needs of the organization and employee skills (53%)
3. Collaboration within the public sector (50%)
4. Management accountability (48%)
5. Information sharing (47%)
6. Ethics (47%)
7. Work-Life Balance (46%)
8. Democracy/public engagement (46%)
9. Results-based management (44%)

10. Inter-jurisdictional relations (42%)

If the scores reported on the “very important” and “somewhat important” ratings are combined, however, a somewhat different picture emerges. In that case, the 10 most important issues are:

1. Leadership development (90%)
2. Collaboration within the public sector (89%)
3. Information sharing (88 %)
4. Management accountability (87%)
5. Alignment between the needs of the organization and employee skills (87%)
6. Democracy/public engagement (86%)
7. Ethics (84%)
8. Results-based management (81%)
9. Interjurisdictional relations (78%)
10. Collaboration with the non-profit sector AND Work-Life balance (both 77%)

Clearly, there are tangible consistencies between first and second choices. When the “somewhat important” scores are added to the “very important” ones, the same priorities emerge. In other words, although they appear in slightly different order, all the choices listed as “very important” were likely to be the second choice of most respondents.

Still, there are some interesting correlations and diversions within the two groups. Clearly, leadership development seems to be a dominant first or second choice, showing that this is indeed an issue that the membership considers to be of greatest importance.

After that initial point of consensus, however, a different trend emerges. When the results are combined, the second most important priority becomes “collaboration within the public sector”. (It was the third most important priority among first choices). “Information sharing” also jumps a rank, listing as a third priority when results are combined. Finally, “democracy/public engagement” moves to sixth position from its eighth ranking as “very important”. Finally, “collaboration with the non-profit sector” moves into a top-ten place in the joint ranks because it receives an important consideration among those who listed it as “somewhat important”

A case could be made that government’s ability to collaborate seems to be top of mind among public servants. Whether it with “collaboration within the public sector”, “sharing information”, “collaboration with the non-profit sector” or “interjurisdictional relations”,

there is a clear voice indicating that developing government's ability to partner should be a top priority.

It may not be surprising to see the issue of Democracy/public engagement then emerge as the sixth top priority instead of eighth, but more importantly only four percentage points behind the top priority.

Are there parallels between what scholars around the world seem to be pursuing and what this sampling of Canadian public servants seem to indicate?

Clearly, there is a divergence in terms of the top priorities. If issues of regulation and health policy seem a top concern of scholars over the past few years, it certainly is not listed as a top priority among Canadian practitioners; likewise for health policy.

There are a number of reasons that could explain this. The most obvious reason is that different methods were used to gauge interest. Secondly, the IPAC questionnaire of its members focused more on management issues than on policy matters. Regulation was identified in the questionnaire as "process simplification", and even though over one third of respondents (37%) did identify it as "very important" and as "somewhat important" (36%), it clearly did not rank among the top ten priorities.

But if the two policy matters of regulation and health matters are peeled away, the research focus on "organizational culture" does strike similarities with the issue of "leadership" identification.

Where scholars and public servants do seem to share a common goal, however, seems to be on the broad issue of collaboration. Among the top ten categories of scholarship, issues of "organizational culture", "public administration of quasi-public organizations", "governance" as well as the policy areas of "regulation", "health" and "environment" all point to issues where state responses must be networked between two or more governments, from the basic levels of policy definitions to the execution of policy administration. Scholars and practitioners agree that the most important priorities of government are also the most stimulating ones for inquiry: how governments work together.

Finally, it is striking to note that "democratic dialogue" emerges from the scholars' work as a fifth priority in order of importance, while "democracy or public engagement" ranks sixth among practitioners. Clearly, the whole issue of how the state interacts with the people it governs remains a key focus for both those who study government and those who direct it.

## Conclusion

Assigning meaning to disparate data, of course, always involves a construction of meaning. Interpretation is never a science and always framed by the observer's perspective. Still, data only becomes information – and opens the way to knowledge – when systematized into meaning, and there is something to be said for the observer closest to the data having a go at making sense of them. Indeed, it is almost impossible for the surveyor-analyst to not see contours of meaning in the flow of data.

This tendency is already acknowledged both in the text's discussion of the challenges posed to sorting through the various gray areas that overlap many of the top ten trends, and in the intersecting issues that cut across those trends – to say nothing of the very creation of, and selection for, the issue clusters themselves. In conclusion, then: a cursory speculation on the larger cultural and intellectual concerns that underpin these top trends is offered.

If we were to create sets out of the top trends based upon their shared gray area generated from mutually porous boundaries of distinction, three sets would suggest themselves as what might be called meta-trends. We might give these meta-trend sets descriptive titles and schematize them as such:

<u>Protecting public welfare</u>	<u>Integrating horizontality</u>	<u>Intra-operational monitoring</u>
Health policy	Quasi-public organizations	Organization culture
Environmental policy	Democratic dialogue	Performance evaluation
Regulation	Governance	

The difficulty in distinguishing clear lines of demarcation between the trends in each of the sets was elaborated at some length in the text.<sup>44</sup> Remembering the overwhelming prominence of “regulation” as a single trend – almost a super-trend – the meta-trends suggested by those sets lend themselves to an obvious thought: As public administrations increasingly move toward the integration of horizontal practices and relations, partial

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<sup>44</sup> It is worth remembering that, regarding the intra-operational monitoring set, that there is a certain logically common territory between performance evaluation and organizational culture, but that the second most concentrated issue driving the latter trend was that of “organizational performance.”

solutions to the challenges of effectively and accountably protecting the public welfare might be found in intra-operational monitoring and the steering-not-rowing ethos of innovative regulation.

Interestingly, the issues that intersected the top trends seem to both confirm and deepen this heuristic casting of the meta-trends. The multiple emphases on devolution, federalism, Europeanization and networks all weigh in heavily on behalf of a far-reaching concern for the vicissitudes of integrating horizontality. The extensive intersections of the Internet were usually explored in this direction, as well. Other prominent trend-intersecting issues evoke a concern for values and orientations necessary to meet the challenges of such horizontal integration: sustainability, innovation and learning. While intra-operational monitoring could be hoped to enrich such values and orientation, they increasingly appear to be essential ingredients to successful regulation in the post-rowing era.

How can horizontal integration be achieved, while enriching democracy, and increasing flexibility of governance, seems to be the question implicit in the meta-trends and trend intersections generated by this study. And, the implicit reply could well be interpreted as suggesting that the self-monitoring culture of a learning organization provides the necessary conditions for the spirit of innovation capable of sustaining an effective and accountable regulatory state. None of this, perhaps, is terribly revolutionary. Indeed, some might suggest that there's nothing new here beyond the old "new public management" agenda of the last two decades. However, this would be a shortsighted perspective that is belied by many of the observations included in the body of this study.

The NPM agenda was indeed concerned with many of the practices – e.g., partnerships and contracting out – which have driven much of the move to, and interest in, governance. There was, however, very little concern in classical NPM for the ambitiously democratic innovations that informed the integrating horizontality meta-trend here, through concern for democratic dialogue. The NPM was certainly concerned with regulation, but its classic formulation emphasized deregulation, and a staunch faith in the market. The tremendous concern with regulation in this survey reflects the subsequent realization that in lieu of abdicating any responsibility for protecting public welfare, the move to horizontal governance – with its partnerships and contracting out of services – there is an ever greater need for more and smarter modes of regulation. Finally, the NPM was concerned with the intra-operational monitoring of public administration. But this concern was primarily driven by a kind of simplification of public administration – separating politics and management, policy and administration. The public administration was merely to execute policy dictates like a finely tuned machine. Intra-operational monitoring was the means to maximize such fine-tuning. The concerns rippling through this survey, however, point to the need for the organizational culture of the public administration to get smart, to learn, and to learn how to learn, through self-reflexivity and a spirit of innovation.

There is no denying the legacy of the NPM agenda in public administration studies. Its mark runs deep and its shadow looms large. However, an interpretation of the data, and its analysis, generated by this survey of the top ten trends in the field suggests that today's public administration scholars are looking beyond its definitions and limitations – perhaps toward the subtle shifts of a paradigm in flux.

## Appendix A

### Alphabetical Listing of Periodicals Consulted

1. Administration and Society: 36(1-6) Mar. 04-Jan. 05; 37(1-3,5) Mar.-Nov. 05
2. Administrative Science Quarterly: 49(1-4), Mar.-Dec. 04; 50(1-3) Mar.-Sept. 05
3. Administrative Theory and Praxis: complete
4. Australian Journal of Public Administration: 63(1-4) Mar.-Dec. 04; 63(1-3) Mar.-Sept. 05
5. British Journal of Criminology: 37(3) Aug. 04; 38(1-4) Jan.-Nov. 05
6. Canadian Journal of Economics: 37(3) Aug. 04; 38(1-4) Feb.-Nov. 05
7. Canadian Journal of Native Studies: XXIV(1-2) 2004
8. Canadian Journal of Political Science: 37(1-2, 4) Mar., June, Dec. 04; 38(1-3) Mar.-Sept. 05
9. Canadian Journal of Public Health: Complete
10. Canadian Journal of Urban Research: 13(1-2, supplement) Sum.-Win 04; 14(1, supplement) Sum. 05
11. Canadian Public Administration: Complete
12. Canadian Public Policy: Complete
13. Canadian Review of Social Policy: 53-54 04
14. Common Market Law Review: 42(1-6), Feb.-Dec. 05
15. Commonwealth and Comparative Politics: Complete
16. Comparative Politics: 37(1-4) Oct.-July 04; 38(1) Oct. 05
17. Criminology and Public Policy: Complete
18. Environment and Planning C: 22(1-6), Feb.-Dec. 04; 23(1-4) Feb.-Aug. 05
19. European Public Law: 11(1-4), Mar.-Dec. 05

20. Health Law in Canada: Complete
21. International Journal of Administrative Sciences: 70(1, 3-4) Mar., Sept.-Dec. 04;  
71(1,4 and conference report) 05
22. Journal of Common Market Studies: Complete
23. Journal of Environmental Economics and Management: Complete
24. Journal of Environmental Planning and Management: Complete
25. Journal of Health Politics, Policy and Law: Complete
26. Journal of Law and Society: 31(2-4), June-Dec. 04; 32(1-4), Mar.-Dec. 05
27. Journal of Political Economy: Complete
28. Journal of Public Administration Research and Theory: Complete
29. Journal of Public Health Policy: Complete
30. Journal of Public Policy: 24(1-3), Jan., Apr.-Sept. 04; 25(1-2) 05
31. Law and Policy: 27(1-4), Jan.-Oct. 05
32. OECD Journal of Competition Law and Policy: 4(1-4), 5(1-3), 6(1-2), 7(1-2)
33. Policy and Politics: Complete
34. Policy Matters: Complete
35. Policy Options: Complete
36. Policy Sciences: 37(1-2) 04
37. Policy Studies: Complete
38. Policy Studies Journal: Complete
39. Political Studies: Complete
40. Political Studies Review: Complete
41. Public Administration: Complete

42. Public Administration Review: Complete
43. Public Law: 2005
44. Public Law Review: 2005
45. Revue française d'administration publique: Complete
46. Science and Public Policy: 31(1-6), Feb.-Dec. 04; 32(1-5), Feb.-Oct. 05
47. Social and Legal Studies: 2005
48. Studies in Political Economy: Complete

# Appendix B

## The one hundred categories

Categories	Number of discussions in articles
A. Human Resources Management	
1. Leadership	9
2. Motivation	2
3. Team work	2
4. Work relations	6
5. Performance evaluation	22
6. Compensation	0
7. Work procedures	6
8. Labour relations/collective bargaining	0
9. Diversity management	3
10. Employment equity	4
B. Operational Management	
11. Governance	50
12. Multilevel governance	20
13. Horizontal management	18
14. Customer services	14
15. Efficiency	4
16. Marketing	0
17. Communications	5
18. Risk management	8
19. Knowledge management	23
C. Financial Management	
20. Budgeting	6
21. Currency and monetary policy	14
22. Fiscal policy	19
23. Tax policy	12
24. Economics of the public sector	0
D. Organizational development	
25. Administrative structure	20
26. Subsidiarity	3
27. Judiciary administration	3
28. Parliamentary institution administration	1
29. Arms-length organization, crown corps and agencies	8
30. Quasi-public organizations, NGOs, PPP	59
31. International administration	13
32. History of public administration	13
33. Sociology of administration	28

34. Organization culture	59
E. Governance dialogue	
35. Relations between public servants and political apparatus	5
36. Relations between public servants and the public	58
36.1 Democratic innovation	23
37. Relations between public servants and NGOs, etc.	8
38. Relations between public servants and crown corps	0
39. Relations between public servants and the media	5
F. Speciality Jurisdictions	
40. Administration in aboriginal affairs	14
41. Administration in developed countries	1
42. Administration in developing countries	5
43. Comparative public administration	13
44. Intergovernmental administration	14
45. Regulation	97
46. Administration of rights (human, civil, etc.)	21
47. Administration of security, war and military affairs	7
48. Administration of electoral affairs	8
49. Administration of disaster management	6
50. Federal administration	2
51. Municipal and urban administration	31
52. Provincial administration	8
53. Rural administration	5
G. General Public Policy (development, planning, etc.)	
54. Social policy	11
55. Economic policy	10
56. Social capital	2
H. Specific public policy	
57. Agriculture policy	10
58. Children's policy	2
59. Family policy	1
60. Communication policy	3
61. Cultural policy	0
62. Defense policy	1
63. Education policy	13