

STRATEGIES FOR GOVERNING: AN APPROACH TO PUBLIC MANAGEMENT RESEARCH FOR WEST AND EAST

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WESTERN CRITICISMS OF PM

- Level of analysis: Agencies, networks, programs
- Major concern: Effectiveness
 - Making government "work better and cost less"
- Recently: Behavioral public administration
- Meso-level and micro-level perspectives, but no macro-level perspective, as in other disciplines
- Neglect of "big questions," "big picture," "large forces," history
- A serious gap: Inability to explain recent shifts in government

EASTERN CRITICISM OF PM

- Rejecting the "global paradigm" of public management
- Inattention to distinctive needs of non-Western countries
- Inattention to distinctive conditions
 - Politics, culture, economy, societal divisions, institutions
- Inconsistency with leaders' views
 - "governing philosophy" of leaders (Im)
 - "vision and judgment of political leadership" (Xue and Zhong)
 - "strategies of governing elites" (Cheung)
- Commonalities with Western critics: Thinking about the big picture

ELEMENTS OF NEW APPROACH

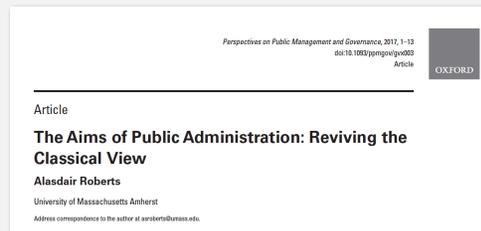
- States, leaders, and goals
 - Survival in office, external security and legitimacy, internal order and legitimacy, prosperity, human rights
- Circumstances: the "governing environment"
 - Place in international order, population, economy, geography and climate, culture and institutions
- Strategies for governing that vary between countries and over time
 - "American way," "China model"
- The institutional complex of the state as an expression of strategy

CHALLENGES IN STRATEGY-MAKING

- Making strategy is hard because:
 - Goals conflict with one another
 - There is uncertainty about tactics
 - Turbulence: conditions change quickly
 - Existing institutions are "sticky"
 - Limits on decision-making capacity
- Therefore strategies are fragile: always provisional
- Therefore institutions are constantly under renovation
 - Consolidation and deconsolidation

HOW THE SFG APPROACH RESOLVES CRITICISMS

- From the West:
 - Systematically addressing big questions
 - Taking the long view: historical consciousness
 - Explaining the origins of the Public Management approach
- From the East
 - Accommodating differences in needs, circumstances, philosophies
 - Explaining why Western policies are adopted (or not)
- Is there anything in common to talk about?



- Attention to "ends of the state" (White, Merriam)
- Focus on "health of the state" (Merriam)
- Awareness of "ecological factors" (Gaus) and turbulence
 - "compulsions of the environment" (Gulick)
- Realism: awareness of danger, stakes
- "Historically conditioned sensitivity" (Caldwell)