

## **Nexus between Globalization, governance and the Etymology of Public Administration**

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### **ABSTRACT**

*'Globalization' and 'governance' are concepts that have become popular worldwide. These have appeared in scholarly writings in political and management discussions, in education fora, the media and in all circles of human enquiry all over the world. These terms have evoked various conceptual, intellectual, political, economic and social reactions worldwide. One of the major issues in Governance and Public Administration is the extent to which these are influenced by globalization. The essence of this work is to evaluate these most contentious contemporary issues in administrative etymology to find out how globalization has influenced governance or otherwise and how these terms propels the smooth functioning of Public Administration. Literature review is adopted in this study. Three theoretical perspectives are used to explain the literature on globalization, to find out why there are poor or bad governance in some countries of the world despite the wave of globalization. All negative consequences of capitalism such as inequitable distribution of wealth and a focus on economic rather than social political or environmental objectives should be eliminated from governance and administration to enthrone viable structural alternatives to facilitate suitable technologies, sustainable development, and non-economic criteria for assessing development.*

**Keywords:** *Globalization, Governance, Public Administration*

### **INTRODUCTION**

At the international circle, two megatrends are visible. One is the rise of market economies, and the other is the advance of political pluralism. Most developed and developing countries have opted for an open and free market economy – a trend towards globalization, liberalization and privatization. This is what is known as *internationalization* of the world economy. Besides,

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we are witnessing the trend of democratization. The dominance of the western culture and values of developed democracies, has put great pressure on societies that do not have the same social traditions. Consequently, the effect has been the gradual assimilation of these values by large sections of these societies. The final result of this development process is the rise of power centres in societies which were historically hierarchical. The State is now shifting its focus from productive activities to its role in providing social and infrastructure services. A distinctive trend is the parallel move towards decentralization and empowerment of local communities.

Some scholars and numerous ideological perspectives have expressed different ways to describe the changes associated with globalization. For example, Stever (1988) has claimed the end of the state and administration. Similarly, Fukuyama (1992) predicts rather superficially the end of history and of the last man (due to the fall of the soviet system in USSR), and advises all governments to abandon their existence and leave every thing to market institutions to perform all functions. The demise of the state was also predicted by some Marxist - Leninists early in the 20th Century. Lenin's seminal work, *imperialism: the highest stage of capitalism*, focused on the growth and role of multinational corporations in modern capitalism, making the state redundant to serve the interests of transworld corporate elites (Lenin, 1916). The recent works on globalization and the new world order allude to the conclusion that the days of the state are numbered (Ohmae, 1990).

Similarly, other scholars in the field of governance and public administration have predicted the creation of a new world order beyond nation-states by global corporations and the emergence of a world government with "global management". But there is another set of scholars who point to the relevance of the state and have vocally refuted the idea of the end of the state. For example, Scholite (1997) vouchs for the persistence of the nation-states with all implications for public administration. In the same direction, Farazmand (2006) argues that globalization has been exaggerated and that the states remain strong with crucial functions of governance. Thus, the process of globalization has raised controversy, concerning the fate of the state in modern governance: one predicting the end of the state, another holding for the state and national governance, and still others with other perspectives in between.

However, several mega changes in the last two decades of the 20th century and first few years of the twenty first century seem to have shaken up the whole world, and produced new world-wide transformations in political systems, governance, state-society relations and public administration. At present, three changes of global significance have occurred which have influenced thinking about States, governance, public administration and state-society relations.

The first major change which has caused revolutionary change is technological innovation in general but, most importantly of the computer, precisely, the internet and satellite communications which have produced giant steps towards world integration and removal of many artificial barriers in learning about other nations and peoples in disparate regions around the world. Now, access to information is instantaneous. However, this does not mean a loss of national sovereignty or boundaries of nationalism.

The second major change which is the high mark of major changes is *globalization*. Today, the world is experiencing a high degree of globalization, which is caused by many factors including the government's apathy, innovations in information technology, different policies of a country, international institutions, and ideology. In turn globalization has caused significant consequences for the state, its governance, and its public administration. But the core of the state and administration persists in the broader sense of continuity.

The third major change which has altered the development strategy was the collapse of the *socialist economies* (the perestroika). The failure of the socialist economies appeared to show that the theory of State - led development was not viable. Also, the fall of the USSR ended the era of a bipolar global world order in which the two superpowers, the USA and the USSR, competed for world supremacy and domination, control and expansion of their spheres of influence. The fall of the soviet union gave the proponents of capitalism a moral boost, a new source of energy, a new claim of legitimacy for capitalist system of economy and society over socialism, and all other forms of economic organization.

In addition to these three mega changes, there is the assumption of global hegemonic rule in military and space areas by certain superpowers especially the United States and China. Although deterrent forces of global scale still exist and may pose a serious challenge to the supremacy in the

world, in the absence of the Soviet Union, they do not possess an equal and countervailing balance of power. The former Soviet Union (USSR) tended to maintain a countervailing balance of power world wide and offered alternative realms of existence free from the global hegemony of neo-colonialism or imperialism of the earlier corporate capitalism. Further, issues of extraordinary poverty and the fear of globalization generated by global inequality pose critical challenges to the world community today. These and other equally or less important changes of the last thirty years seem to have caused massive transformation in governments, governance, state-society relations and public administration. Based on the foregoing contending issues, this review looks at the theoretical perspectives of globalization, conceptualizing globalism and globalization, meaning of governance and prerequisites of good governance; globalization: implications for governance and public administration, and the role expectations of public administration in a globalized world.

### **Theoretical Perspectives of Globalization**

A cursory review of the literature on globalization reveals diverse meanings and theoretical perspectives. Globalization has not been accepted in toto. It has been challenged as well. Broadly speaking, three theoretical perspectives explain the literature on globalization: (a) the proponents, (b) the opponents, and (c) those in between.

The proponents of globalization see the world or globe as a global village: Information technologies of the Internet, e-mail, and all other communication means enable people worldwide to connect, obtain information, and purchase goods and services from anywhere in the world. This market theory of capitalist globalization sees the world population as consumers, and customers, and the entire globe as market places. The proponents of globalization view the entire globe politically and ideologically converging into the Western values of market capitalism run by corporations, political values of liberalism, individual freedom and liberty to do private business.

The exponents see capitalist globalization as the only legitimate system of economy and society that recognizes no national boundaries or state-imposed limitations, as the internet and other technologies enable free

flow of capital, instantaneous communication and financial transactions across the world. Proponents such as Fukuyama (1992), Ohmae (1990) and Stever (1988) view globalization as the stampede of a herd on the run, and any force of nation that stands in its way will be annihilated. Therefore, they advise all nation-states and governments to abandon their unique ideas, forms and systems of governance and administration, and join this 'global herd' that can run all economies and market systems.

The opponents of globalization, on the other hand, view it as a threat to the sovereignty, culture, democracy, and public administration of the nation-states and their communities. They warn against global convergence by global corporations, which are merging and re-emerging together to monopolize economic, financial and political powers, and are therefore, in a position to dictate political, social and other policies to governments. They see the rise of a new global imperialism through westernization of the world led by U.S. the global world empire. The consequences of this form of globalization, they argue would be disastrous, resulting in exploitation of cheap labour, massive poverty and global bondage, and political repression against all form of resistance to this global order.

The opponents of globalization, such as Cerny (1995), Gill and Law (1988), Korten (1995) and Farazimand (1999) all warn against monopolization of economic organization and power as it results in loss of local and national autonomy, sovereignty, and self determination. According to Chomsky (2001) terrorism is part of the globalization process. In the view of Satyanarayana (2003) globalization is leading to "de-legitimizing and marginalization to public administration and the traditions of welfare state. It is accentuating inequalities between and among the nations and classes".

On the other hand, Harvey (1995) sees the concept of 'global village', not run democratically by village members, but unequally by the strong and more powerful barons with economic power and powerful military weapons. In between these two streams of views, there is the third perspective. This view sees globalization as an inevitable phenomenon of social and economic development in the world history. The fact is that globalization cannot be stopped, but its negative consequences and impacts must be exposed through mass education and collective actions. In other words, sound strategies and plans of action need to be developed to adjust and adapt to the new challenges

posed by globalization. What is needed is to develop strategic choices to build local, regional and national capacities for autonomy and democratic independence, and to preserve local and national identities in culture, values, and economic bases. This is a big challenge facing nation-states and their governance, and public administration systems. Proponents of the third perspective include Strange (1996), Scholte (1997) and Farazmand (1999). In brief, globalization is a multidimensional process which entails negative as well as positive consequences.

### **Conceptualizing Globalism and Globalization**

There seems to be no acceptable definition on such terms as globalization, globalism and governance. These terms mean different things to people with different world-views, ideologies, and knowledge bases. The term 'globalism' recognizes no territorial boundaries and claims the entire realm of the world. It denotes integration and convergence of world powers, economic systems and administrative practices. Globalization has been defined by numerous scholars. But they look from different contexts. For economists, globalization is an advanced step towards a fully integrated world market. Political scientists consider globalization as a new world order with supranational and global governing bodies (Falk, 1997). To Ohmae (1990) business scholars view it as unlimited opportunities in a borderless world. In his own view, Strange (1996) see globalization as a phenomenon driven only by private sector corporations, not governments. Generally, globalization is seen as a process of reducing barriers between countries and of encouraging closer economic, political and social interaction which could vastly increase the ability of people everywhere to share knowledge about living standards.

Globalization is a process and a means to achieve the goals of globalism. It stands for a constellation of international and trans-governmental forces that have altered the cultural, demographic, economic, social and political character of countries and communities, Jun and Wright (1996). Thus globalization refers to the increasing interdependence of world society in the global age. The communication media plays a more important role in creating new forms of interdependence than does market integration. The world has become interconnected electronically in ways that are far more radical and far-reaching than was true ever before. Some sociologists have

emphasized the centrality of culture to the debate on globalization. As Tomlinson (1999) puts it: “Globalization lies at the heart of modern culture; cultural practices lies at the heart of globalization”. Indeed, the understanding of globalization as involving several dimensions including cultural issues is now common. Globalization is primarily an economic phenomenon and is integrated with global market. It is important to note that all discussions of globalization deal with the question of borders. Scholte (1997) calls it the territorial demarcations of state jurisdictions and associated issues of governance, economy, identity and community.

### **Meaning of Governance and Prerequisites of Good Governance**

Since the second half of the 1990s, the term ‘governance’ has become popular, and seems to have replaced public administration in the literature. It is difficult to find a commonly agreed upon definition of governance. For instance, Lynn (2001) defines governance as regimes of laws, rules, judicial decisions and administrative practices that constrain, prescribe and enable the exercise of public authority on behalf of the public interest. UNIFEM (2005) define governance is the exercise of political, economic and administrative authority to manage a nation’s affairs. In another document, entitled: Governance and Development, the World Bank (1992) defines ‘governance’ as the manner in which power is exercised in the management of a country’s economic and social resources for development.

The World Bank has identified three distinct aspects of governance: (a) the form of political regime; (b) the process by which authority is exercised for managing a country’s economic and social resources for development; and (c) the capacity of government to design, formulate and implement policies and discharge functions. This definition of governance has been further expanded by other agencies to include the degree of democratization to prove legitimacy of the state, media freedom; transparency in administration to promote accountability of government, individual and group rights; people’s participation in administration to establish the Rule of Law, and respect for human rights; and finally, competence of government to formulate policies and deliver services to the people. Good governance is, therefore, dependent mainly on the excellence of human beings engaged in government and the enlightened citizenry. From all indications, governance

requires a high moral tone for those who govern to act as stewards of governance. From a public management perspective, governance may usually be defined as regimes of laws, rules, judicial decisions and administrative practices that constrain, prescribe and enable the exercise of public authority on behalf of the public interest (Lynn, 2001).

Thus, governance refers to the ‘governability’ of a polity or, in other words, the capacity of a political system to govern efficiently and to provide the necessary political conditions for socio-economic development. Governance refers to the decision-making and implementation processes in the administration of a country, state or organization. At the country and state level, governance is the exercise of political, economic and administrative authority in the management of multifarious affairs. It comprises the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, mediate their differences, and exercise their legal rights and obligations. Good governance is participatory, transparent and accountable. It is effective in making the best use of resources and personnel, and is equitable. Basically, it promotes justice and ensures the rule of law.

While there are many versions and views of what constitutes prerequisites of good governance, we can agree on a minimum of core characteristics. First, political masters and public officials are held accountable to the ruled for their actions through clearly formulated and transparent processes. Second, there is something called the *rule of law*. This means that the citizens are legally protected from the arbitrary or capricious actions by public authorities. The rule of law is based on the enterprise of independent judiciary. The legal order that is established on this foundation serves to regulate relations between individuals and groups within a society as well as between citizens and the state. Third, public agencies are seen to be responsive to the needs of the public. In addition, it is important to ensure that development is promoted for the benefit of all citizens in an equitable manner. Fourth, the requisite information is available, which will permit accountability, markets to function, and laws to be correctly applied. Finally, implementation of policies and laws is of considerable importance for achieving good governance. Without effective implementation capability, a stalemate follows, or unintended effects frustrate the government’s development efforts. And without an effective public



administration, no government can be effective, however, benevolent it may be. The issue now is whether governance should be 'state-centred' or 'society centred'. Based on this distinction, the state-centred approach is concerned with assessing the political and institutional capacity of the state to 'steer' society towards certain goals associated with the 'public good' and also with examining the relationship between the role of the state and the interests of other powerful actors. By contrast, the society centred approach is primarily concerned with the role of civil society in the governing process, and its relations with the state, through a variety of governance forms or institutional arrangements.

In brief, the performance of a government depends on the role assigned to the state, the capability of both political rulers and public officials, the enabling environment that facilitates and encourages growth-promoting activities by private citizens, and good behaviour by public authorities (which include political masters and public servants). In practical terms, good governance is conditioned by the priority given to have creditable arrangements for political and administrative accountability, freedom of association, an objective and efficient judiciary, freedom of information and expression, and effective functioning of public organizations of pluralist institutional structure, better information communication, rule of law based on independent judiciary, and a more participatory development process. All these are likely to result in more political accountability. At the core of public accountability is the need for rigorous systems of financial administration with swift and tough penalties for malfeasance. The political commitment to establish honest and effective systems of administrative accountability can be achieved only through an effective system of political accountability and a sound judicial system.

In a democracy, as distinct from an autocracy, good governance should be 'society-centred'. It would include the government, which is its dominant part, based on transparency, the private sector and the civil society. All three are critical for sustaining human, economic and social development.

### **Globalization: Implications for Governance and Public Administration**

Today, the world is experiencing a high degree of globalization and its impact. Globalization has transformed the policy as well as the society. In fact, as

discussed earlier, globalization has many consequences both positive and negative, for societies and their governance systems. These impacts are not equally distributed to all nations, and by far the developed nations are prime beneficiaries, while developing countries are the marginal receivers of its benefits. Some of its implications for governance and public administration are as follows: some opponents believe that globalization would end the state and its administration system. But this has not happened and public administration continues to persist. The bureaucracy is charged to fight terrorism arising from the behaviour of corporate capitalism and globalizing imperialism. Second, there is a shift in the approach of the functions of the state. There is a global transformation of the state and public administration moving to market-driven and corporate-state ruled by transworld corporations. It is often argued that the market-driven state is coercive, and tends to serve the interests of the corporate capitalism.

Third, it is argued that globalization is posing a serious threat to the state sovereignty, democracy and individual freedom of most developing countries. Supranational organizations such as the World Bank, International Monetary Fund (IMF), and the World Trade organization (WTO), as well as a host of other international organizations dominated by the superpowers - the United States, Europeans, and the transworld corporations - are forcing member states to adopt globalization decisions that may go against national interests. In the global age, identity becomes a fundamental issue, both on an individual and on societal level. Serving primarily the interest of the globalizing superpowers creates problems of poverty and underdevelopment.

Fourth as already mentioned, globalization is seen as a threat to the ecological system. Most developing and developed nations pay little need to the preservations of the natural environment. The rate of global warming has been much higher in the recent decades. This has, in turn, resulted in increased average temperature of oceans, decline in glaciers and snow cover. There has been a 70% increase in the greenhouse gases such as carbon dioxide, methane and nitrous oxide in the atmosphere in the past 40 years. The global increase in carbon dioxide concentration is due to use of fossil fuels and land-use change, while that of methane and nitrous oxide is primarily due to agriculture.

Fifth, Hankok (1989) labels superpower nations and the transworld corporations as the 'lords of poverty'. Globalization tends to increase poverty

and inequality worldwide. It causes more unemployment through technological innovation, drains governing systems with tax subsidies and tax expenditures, and demands massive expenditures on security and military functions for policing and social control. The result is the increasing crisis in governance and public administration and eventual social revolutions at home and world wide (Lefeber, 1984). Farazmand (2006) states that globalization will produce more war, not less as globalizing forces and institutions will use violence to promote the goals of corporate globalization. On the other hand, Giddens (2007) claims that in global age, peace and security depend on the corporation of nations, as well as the recognition that no nation, however, powerful, can cope with the problems it faces alone. Giddens says:

*“creating cosmopolitan nations - with an overall, identity, but happy in their diversity - is the main way in which an effective international agenda can be forged and furthered.”*

### **The Role Expectations of Public Administration in a Globalized World**

From the discussions on this treatise, so far, all logical deductions point to the fact that public administration have essential roles to play in globalization and bringing about good governance in contemporary societies. The following are suggested role expectations of public administration in a globalized world. Public administration is recognized as the key element in the continuity of the state and of its action. It upholds the general interest of the state, therefore, public administrations should form increasing linkage between the state and the society in the delivery of public services. The government is no longer an autonomous actor in implementing its policies but should form partnership with the private sector and tertiary sector to accomplish its ends. This linkage of state and society may not only enhance the effectiveness and the legitimacy of government, but it also presents the government with problems of accountability and control.

It is an erroneous impression that market economy does not require regulation. Regulation is quite important and essential as it prevents competitive distortions and misuse of positions of prominence, and protects the weaker sections of the society. Many private sector industrialists call upon the state to get financial help. The state has leading role in such areas

as manpower training, technological innovation, stimulation of small and medium-scale industries, and export promotion. These are matters in which public administration can contribute to growth and equity.

The State cannot abdicate its authority from pursuing social economic objectives, including its commitment to reduce poverty, ensure equal opportunity, and provide social services. Only the State can guarantee equality of opportunity, combat social inequalities, and protect the weak in the field of health, education and housing. In crisis situations, it is the state that can implement the necessary measures to reduce unemployment to a large extent and to eliminate the explosive situation caused by the exclusion of certain categories of the population and elimination of abject poverty. It is the duty of the state too, to integrate foreigners within the national community, the protection of minorities, and the safeguard of law and order in the complex, multiethnic and multicultural societies. Public administration should ensure environmental protection and conservation, safeguarding of historical and cultural heritage.

Making a government work well is a great concern not only in developing but also in developed countries. The government and its public administration arm have a crucial role in helping the society embrace change and for economies to function smoothly. For developing countries, which are at the national - building stage, the primary goal of governance and public administration should be to strengthen living standards of the people and national unity by supporting the consolidation of elites or institutions with the will to further national development.

All negative consequences of capitalism such as inequitable distribution of wealth and a focus on economic rather than social political or environmental objectives should be eliminated from governance and administration to enthrone viable structural alternatives to facilitate suitable technologies, sustainable development, and non-economic criteria for assessing development. Public Administration should aim at balanced economic development, the growth of civil society and non-governmental organizations as a supplement to the public and private sectors and strengthening public administrative capacity to increase public confidence in government policies.

## CONCLUSION

The current struggle against terrorism reflects the anger of alienated people and a breakdown of governance in many parts of the world. If public administration is to play a significant role in governing, it needs to be more fully result-oriented laced with welfare packages. A good public administration and governance must take into consideration the delivery of public benefits at the local level and policy-making at the national level. Without such conceptual integration, public administration will be unable to perform its indispensable role of facilitating the governing of the state in a democratic constitutional manner.

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