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Citation: Aoki, Naomi, Elliott, Ian, Simon, Jeanne and Stazyk, Edmund C. (2022) Putting the international in Public Administration: An International Quarterly. A historical review of 1992–2022. Public Administration, 100 (1). pp. 41-58. ISSN 0033-3298

Published by: Wiley-Blackwell

URL: <https://doi.org/10.1111/padm.12822> <<https://doi.org/10.1111/padm.12822>>

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Putting the international in *Public Administration: An International Quarterly*. A historical review of 1992-2022.

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Conflict of interest: We declare that we have no conflict of interest.

Funding statement: No funding has been obtained for this research.

Data availability statement: This article is based solely upon analysis of published secondary data.

Author ordering: Authors are listed in alphabetical order.

Acknowledgements: The authors would like to thank Professor Gavin Drewry, Emeritus Professor of Public Administration, Royal Holloway, University of London, who provided editorial board details for a number of issues of the journal that were not available online.

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This article has been accepted for publication and undergone full peer review but has not been through the copyediting, typesetting, pagination and proofreading process which may lead to differences between this version and the [Version of Record](#). Please cite this article as doi: [10.1111/padm.12822](https://doi.org/10.1111/padm.12822)

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Putting the international in *Public Administration: An International Quarterly*. A historical review of 1992-2022.

ABSTRACT

Over the last thirty years significant efforts have been made to ensure that *Public Administration: An International Quarterly* lives up to its international title. In this review article we highlight some of the key research articles that have been published by the journal which illustrate an international approach to the study of public administration. We show how the journal's historical inclusion of a diverse spectrum of philosophies, methodologies, theories and contexts has contributed to this internationalisation. In doing so the journal has contributed to our understanding of equity, social justice and inclusion; ethics, public value and corruption; networks, governance and participation; and environmental governance and crisis management. This historical review also reveals how global challenges, particularly as a consequence of the climate emergency, drive the transnationalisation of public administration, which in turn requires further international scholarship.

Keywords: international public administration; diversity; public values; networks; environmental governance; crisis management.

Word count: 8527 words (excluding references)

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INTRODUCTION

This article provides a consideration of how *Public Administration: An International Quarterly*, has internationalised from 1992 to the present day. The journal does of course have a much longer history (going back to 1923) but this has been extensively reviewed elsewhere (see for example Nottage, 1972; Nottage & Stack, 1972; Rhodes & Dargie, 1995). These historical overviews have focused both on the development of the journal over time and of the associated Royal Institute for Public Administration (RIPA) (1922-1992) which had established the journal (following its demise in 1992 the ownership of the journal was taken up by Wiley). Other pieces have been written specifically on the demise of RIPA (Chapman, 1992; Elcock, 2004; Shelley, 1993). Our focus within this article is deliberately from 1992 as this coincided with the demise of the RIPA and subsequent renaming of the journal from *Public Administration* to *Public Administration: An International Quarterly*¹. Our purpose therefore is to track the international development of the journal specifically over this time. In the first instance we shall place these trends in a broader historical context of the journal.

In conducting this review, we read through all journal issues from Vol 70 to Vol 99. In total we evaluated over 1400 original research articles (including the first three issues of Vol 99 and several 'Early View' online articles). We also included a number of editorials and short commentaries. Initially we had planned to reduce the number included within our review to around 15 articles but, given the sheer number of articles and the quality of articles published, we eventually referred to 40 articles from this 30-year period. Of course, there are many more that arguably warrant inclusion in this review article. It would be impossible to include all articles that have contributed to internationalisation of *Public Administration*. Instead, we have attempted to draw attention to those articles that perhaps did not get significant recognition, or citation, at their time of publication but which looking back can now be seen to have made a significant contribution to internationalisation of the journal. This includes articles that focus on emerging countries (particularly following the fall of the Soviet Union (USSR)) or those that focus on the Global South. We have also sought to recognise contributions to the diversity of the field, theoretical contributions and methodological contributions.

Finally, we recognise that there are many dimensions to internationalisation of the journal. These include the nationalities and affiliations of the editorial team members; reviewers; authors; and origins of the data collected and used in the studies. In this review we are focusing our analysis on the latter of these dimensions: to explore those articles that have contributed to internationalisation through the origins of the data collected and used in their research or, more broadly, through the general thrust and aim of the theoretical arguments

¹ Throughout this article we use *Public Administration* (capitalised and in italics) to refer to the journal and public administration to refer to the subject area.

presented. We find that internationalisation has become an increasingly important agenda over time which *Public Administration* has actively facilitated in the field and that the journal continues to play an important role in facilitating mutual learning on global challenges.

HISTORICAL CONTEXT

The journal was first published in 1923 as the *Journal of Public Administration* and was established by the Institute of Public Administration (which in 1954 became the Royal Institute of Public Administration). RIPA was, at last at first, an attempt to develop a professional body for the United Kingdom (UK) Civil Service (something akin to the British Medical Association for medical professionals) (Nottage & Stack, 1972). As such the RIPA was very much located in the world of practice. Similarly, when the *Journal of Public Administration* was first published, and up until 1992, issues of the journal were dominated by practitioners and academics commentaries on the practice of the UK Government. Indeed, up until 2011, the editorial board included the head of the UK National Audit Office. The demise of RIPA and the shift in focus of the journal towards an increasingly academic audience are undoubtedly interlinked and deliberate. Several editorials signal this move, such as that which introduced the European Forum (Rhodes, 1999).

As noted by former editor Professor Rod Rhodes, “British Public Administration was not only atheoretical but hostile to abstract theorising” (Rhodes, 1996, p. 508). This article in particular sets out many of the broader trends in the development of British public administration which can be seen to have influenced changes in the journal *Public Administration*. Rhodes goes on to argue that,

“Public Administration must improve as an academic area of inquiry. It must “stick to the knitting” of academic research and forswear the role of permanent secretary manqué. Most important, we must develop an explicitly theoretical approach, evaluating the strengths and weaknesses of the several theories” (1996, p. 514).

In reviewing the intellectual development of British public administration Rhodes noted that “British Public Administration is insular, a quality it shares with its American counterpart, but it is also unreflective” (1996, p. 507). Others have suggested that parochialism has been a feature of British public administration since at least the 1950’s (Fry, 1999). More recently Rhodes, noted that,

“Despite its professed internationalism, *Public Administration* still receives few high quality submissions from North America, Eastern and Southern Europe and Asia. *Public Administration* has secured a global readership but is still to prove itself a truly international quarterly” (2008, p. 1).

The integration of the “European Forum” within the main body of the journal (in 2008) coincided with an expanded journal editorial board to include a North American Team lead by Arjen Boin as American editor. This was followed, in 2009, by the introduction of a further 3 editorial board members to cover Asia (Rhodes, 2009). These steps, and others, have clearly been aimed at addressing this apparent weakness and have also undoubtedly been driven by changes in the nature of academic publishing.

In 2021, a new editorial team led by Professor Bruce McDonald III, based in the United States (US), began to introduce changes, including the establishment of “an editorial board that reflects the journal's international community”, a diversity, equity and inclusion statement, a mentorship programme and abstracts in a second language (McDonald 2021, p. 3). These first steps reflect the growing recognition of the existing barriers to a more global understanding of public administration and the role that academic journals play in defining the field.

Changes in the international complexion of the editorial board can be seen in Figure 1 which lists the region or country of editorial board members (based on the location of their institution). In order to demonstrate the comparative representation of different regions and countries we have shown these as a percentage of the overall editorial board. However, it is also important to highlight that the full editorial team (editors, associate editors and editorial advisory board) has also grown significantly from 14 members in 1992 to 62 as of the end of 2021. Therefore, although the number of UK editorial board members has only changed from 11 in 1992 to 6 in 2021 this represents a shift from 78.57% of the editorial board to only 9.68%. What is perhaps more notable is the rise and fall in the proportion of the editorial team from European countries (from 14.29% in 1992 to a high of 61.9% in 2002 and then 14.52% in 2021) and rise in those from US institutions (from none in 1992 to 4.17% in 2007 and 29.03% in 2021). It is also important to recognise that, within the European category, most editorial board members have come from Western Europe and that only one country from Western Asia has been represented to date (Israel²). Most notable is that, by 2021, no constituent continent or country represents more than 30% of the editorial team. Overall, the changes in the editorial team paint a picture of a journal that has evolved from being a UK journal to a European journal and today an international journal. As has been recognised within this symposium, editors (and by extension editorial boards) do not play a purely benign or administrative role in journals but can, and do, shape the nature of the discipline through their decisions (Rhodes, 2021). As such we would expect the increasingly diverse nature of the editorial board to reflect an increasingly diverse scholarship.

[INSERT FIGURE 1]

In this article we are examining these developments and other actions that have been taken to internationalise *Public Administration* following the demise of the RIPA in 1992 and the subsequent renaming of the journal to *Public Administration: An International Quarterly*. But in doing so it is important to ask what is meant by ‘international’ in the context of public administration.

The terms ‘international’, multi-national and / or global have significant usage and acceptance in the context of business (Bartlett and Ghoshal, 1989; Cavusgil et al. 2020; Peng

² Which although geographically is categorised as part of Western Asia (within the United Nations (UN) Standard Country or Area Codes) is also a member of a number of European frameworks as governed by the European Union-Israel Association Agreement 2000.

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and Meyer 2013) and in politics particularly as represented by international relations (Grieco et al. 2015; Jackson et al. 2019). Consequently, whilst subjects such as international relations and international political economy have flourished some have argued that there is a gap in political science between domestic politics and international relations (Caporaso 1997). Others have suggested that our understanding of global governance has been stymied by a lack of transnational public administration (Stone and Ladi, 2015). But what does it mean to be ‘international’, multi-national, transnational and / or global in the context of public administration? More specifically, what does it mean to be an international journal of public administration? Of course, there are many journals that claim to be international. But there does not seem to be any recognised and agreed definition of what makes a journal of public administration international. This has particular significance in the field of public administration given that many public administration practices are inherently local in being located within local political structures, legal or constitutional frameworks and local labour markets (Kerley et al. 2020). Thus, although there have been moves to internationalise the subject, driven partly by changes in the academic labour market and partly by accreditation bodies such as the European Association for Public Administration Accreditation (EAPAA), the International Commission on the Accreditation of Public Administration and Training Programs (ICAPA) or the Network of Schools of Public Policy, Affairs, and Administration (NASPAA), the extent to which there can be a universal public administration may always be limited in comparison to other social science subjects.

The concept of transnational administration has been purported within a special issue symposium on *Global Policy and Transnational Administration* in 2015 (Vol. 93, No. 4). Here it is suggested that Transnational Administration is “the regulation, management and implementation of global policies of a public nature by both private and public actors operating beyond the boundaries and jurisdictions of the state, but often in areas beneath the global level” (Stone and Ladi 2015, p. 840). In discussing this concept in relation to *Public Administration* it is noted that most research relating to global policy or transnational administration has been published since 2009 (ibid). As highlighted above both *Public Administration* and the subject itself have been accused of parochialism whilst others have raised epistemic nationalism, epistemic colonialism and epistemic parochialism as all potential barriers to the development of a global scholarship in public administration (Candler et al. 2010).

In part the tensions between the local context of public administration practice and the international nature of public administration scholarship reflects tensions between the academic publishing industry and practitioners. As J.M. Lee noted in an editorial in 1976, “The editors are frequently asked to secure more articles written by practitioners; the academic writers are criticized for their ignorance of practical interests. The journal itself tends to reflect the realities of professional indifference on both sides” (1976, p. 127).

Since the demise of the RIPA in 1992 the journal has increasingly focused on the needs of the academic market and with increasingly international contributors. Over this time the journal has become more multi-national and comparative in nature with, for example, the European

Forum existing as a discrete entity within the journal (from 1999-2008). With the assimilation of the European Forum in the main body of the journal and greater diversity within the editorial board the journal has increasingly become transnational. Thus, the editorial team have become increasingly diverse (see Figure 1), the reviewers have become increasingly diverse and the authors and subject matter included within the journal have become increasingly diverse to the extent that the journal does not have a particular ‘home’ market or ownership.

The subtitle of “an international quarterly” was introduced at a particular time and in a particular context of UK Higher Education policy (particularly the emphasis on ‘international’ within the Research Assessment Exercise (renamed the Research Excellence Framework in 2008)). Increasingly, and particularly as all research becomes increasingly international in scope and reach, this subtitle seems superfluous to the extent that many scholars today refer to the journal simply as *Public Administration* or even *PA*. Still, as discussed by Candler et al. (2010), global scholarship on public affairs is dominated by north-north exchanges and little south-south exchanges. A question for the future, and as the journal continues to become increasingly transnational is whether the ‘international’ label still serves any meaningful purpose?

In this review article we wish to demonstrate how the journal has internationalised and the extent to which it now represents a more transnational approach to public administration scholarship. In undertaking the review we adopted an iterative and reflexive approach to the identification of themes in the literature (Braun and Clarke, 2021). What aided this approach in particular was the international and diverse nature of the writing team whereby we adopted a collaborative approach to the reviewing and defining of themes. In doing so we defined four key themes where *Public Administration* articles contribute to an international perspective in multiple dimensions: equity, social justice and inclusion; ethics, public value and corruption; networks, governance and participation; and environmental governance and crisis management.

EQUITY, SOCIAL JUSTICE AND INCLUSION

Advancing research on issues of equity, social justice and inclusion has been a recurrent theme in articles published in *Public Administration*. Featured below are some of these valuable works. Combined, they advance our empirical and theoretical understanding of how and why citizens and administrators are treated or impacted unfairly, and they reveal administrators’ minds and deep-seated beliefs as sources of structural injustice. They showcase the evolving international scope of the journal, using data collected in South Africa, England, the United States (US), Switzerland, Denmark, and other countries of the European Union (EU).

First and foremost, *Public Administration* has been a home for numerous works on representative bureaucracy, which can have critical equity and justice implications, as the foundational theory of active representation suggests that the recruitment of public

administrators from among disadvantaged groups advances the interests of these segments of the population.

There may be no other place where representative bureaucracy has been more salient than in post-apartheid South Africa; Marks (2008) is precious in this regard. The author ethnographically documents the challenges to transforming the police force there. By engaging in conversations with members of the Public Order Police unit in Durban from 1996 to 2001, the author was able to deduce their deep-seated beliefs and values, which hindered the unit's transformation into one that celebrates diversity. The unit remained an unwelcome and unsafe place for women; despite affirmative action, officers teamed up along racial lines, stereotyping and antagonizing members of other races; and management tolerated discriminatory and exclusionary practices.

Aside from Marks (2008), police have received considerable attention in the literature on representative bureaucracy published in *Public Administration*. This is not surprising because police actions have critical implications for the welfare of citizens. The article by Andrews and Miller (2013) is another important work in this regard; it has crucial implications for justice, in its focus on the performance of the English police force in protecting one of the society's most vulnerable segments – victims of domestic violence, many of whom are women. Based on the theory of active representation, the authors examined the effect of female representation in the police force on domestic violence arrest rates in England and found a positive link between the chief constable's being female and domestic violence arrest rates, *inter alia*, offering some support for the theory.

In yet another police study, Gilad and Dahan (2020) offer a nuanced hypothesis competing somewhat with foundational theory: in the US, the mission of the police to fight crime and enforce the law does not allow for African American officers to legitimately offer African Americans preferential treatment. The pressure on these officers to act impartially is high, due precisely to their minority status, as is the pressure on them to show excellent performance. African American officers logically respond to this situation by meeting these intra-organizational expectations regarding pressure and performance, while still avoiding aggressive and selective policing styles that have discriminated against members of their in-group. Using records of vehicle stops, the authors found that African American officers indeed demonstrated impartiality and tended to engage in non-aggressive and non-selective policing styles more than White officers.

In light of the possibility that the deep-seated values of public officers influence their behaviour, the article by Stazyk, Davis, and Portillo (2017) is insightful, as they reveal racial differences in the value preferences of local US government managers. Using data from the National Administrative Studies Project, they constructed indices of traditional public administration values (i.e., efficiency, effectiveness, and professionalism) and social equity values (i.e., representation, rights, and opportunity). Finding that minority managers scored higher on both indices than white managers, the authors offer a proposition for future research to explore: "Minority managers may attempt to connect social equity values to

traditional values in order to enhance the legitimacy of their equity-oriented goals” (p. 619) – a proposition somewhat in line with that of Gilad and Dahan (2020).

Another strand of literature published in *Public Administration* has drawn attention to the liberalization of public services and its implications for equity. The proponents of liberalization assume that users are capable of making well-informed decisions when choosing optimal providers. This does not mean that all users equally exercise their right to choose. This also seems to be the case in the study by Jilke (2015), who examined users’ choice behaviour (switching service providers) in liberalized markets for mobile and fixed telephony in twenty-five EU countries. The author found that the less-educated users were less likely to switch providers than the better-educated users, and the gap in this switching behaviour between less- and better-educated users increased as the number of service providers in the mobile telephony sector increased, while no strong support for this effect was found in the fixed telephony sector.

Throughout the journey of *Public Administration*, attention to persons with advanced age has been rather rare, which is why Kjær (2018) is of particular value. Like Jilke (2015), Kjær’s work concerns the liberalization of public services, in this case health services in Denmark. The author argues that those of advanced age are less capable of choosing service providers than younger people, because, aside from physical limitations associated with declining health, they tend to prioritize more emotionally gratifying goals over optimizing health, and because their generation tends to have been exposed to fewer years of mandatory education. Focusing on orthopaedic surgery services in the Danish hospital sector, Kjær (2018) found that the public service efficacy – measured with survey question items eliciting the respondents’ self-reported capability to obtain and assess information about knee surgery and choice of hospitals – was significantly lower in the oldest age group of 92-97 years, compared to the youngest age group (52 years) in the sample.

Finally, Ritz and Alfes (2017) uniquely highlight the issue of a minority-majority divide regarding language in the workplace in Switzerland. Their study was done in Bern, one of the four Swiss bilingual states, where German and French are the two official languages, but where “the Germanic context dominates administrative work” (p. 90). Using a 2009 survey targeting employees in the seven ministries and the chancellery of the state of Bern, the authors found that employees’ attachment to their employment is lower in units with higher language diversity. The authors offer a reason for this: languages socially and culturally divide employees and generate sources of negative social categorization and different communication expectations. At the same time, an additional finding highlights the role management can play to ameliorate the situation; namely, the support of unit supervisors for diversity had a positive impact on attachment to employment.

The aforementioned works represent a portion of the important works published in *Public Administration* in promotion of just and inclusive societies, and their value is worth highlighting in this hallmark article. They are evidence that the authors attended to various sources of vulnerability: being female, being a racial minority, being less educated, being

elderly, and speaking a minority language. These works showcase how the values of diversity, equity, and justice, espoused by the journal in its mission statement, are also evident in its contents.

ETHICS, PUBLIC VALUES, AND CORRUPTION

Public administration scholars have long been concerned with the ethical obligations of public employees and with trying to understand the conditions required to support public employees in acting ethically and incorporating ethical behaviour into their decision-making. In part, this interest stems from an awareness that expectations of ethical behaviour and conduct constitute a form of accountability between the public and government agencies and their employees. As an accountability mechanism, ethics and ethical behaviour help create standards of professionalism that, in turn, encourage employees to enforce laws and act equitably and fairly on behalf of citizens.

Interest in understanding how and when public employees act ethically has led to numerous studies over the years attempting to clarify the conditions necessary to create and support ethical administrators and administrations. For example, some of the earliest examinations of these issues trace to the Friedrich-Finer Debates (Finer 1941; Friedrich 1940), which, in part, considered whether citizens could trust public employees to be ethical agents and to act ethically on their behalf, absent strong political oversight. Likewise, subsequent research sought to evaluate whether compliance with laws, best practices, and professional norms was sufficient to create “true” ethical behaviour and conduct; or, instead, whether we should be focused on creating systems and approaches that encourage public employees to develop a strong personal integrity that emphasizes the importance of exercising discretion, reflection, virtue, and intuition according to one’s personal sense of morality (Rohr 1978; Cooper 2006).

As public administration scholars have sought to understand the role and importance of ethics in supporting robust democratic institutions, it has also prompted researchers to consider *what* kinds of values matter to citizens as well as how administrators can pursue their ethical obligations to create or realize public value on behalf of citizens. In general, research addressing public value and public values falls into two camps.

The first camp flows from Mark Moore’s (1995) public value approach to public management, which asserts that one of the primary tasks of public administrators is to *create* public value for citizens. This camp assumes that the term “public value” refers to “the value created by government through services, laws regulation and other actions” (Kelly, Mulgan, and Muers 2002, p. 4). Not surprisingly, researchers following Moore’s approach often consider how public managers can create public value for citizens.

The second camp of public values research traces, primarily, to the work of Barry Bozeman and Torben Beck Jørgensen (Bozeman 2007; Jørgensen and Bozeman 2007). This group of scholars have focused far less on the act of creating public value for citizens in favour of instead trying to understand *which* public values best characterize the public sector

context of democratic institutions. Simply, scholars in this camp have sought to determine (a) which public values are generally characteristic of robust democratic systems and institutions (e.g., a respect for the rule of law) and (b) which values citizens tend to view as consequential (e.g., fairness, transparency).

Regardless of the particular approach pursued, public value research has been practically and theoretically useful. Practically, public value research has helped organizations consider more fully how they are creating value for citizens as well as when public value and values serve as a tool for improving accountability and performance. Theoretically, public value research has helped scholars better understand what citizens want from their public institutions and whether and how efforts to realize these ends actually impact citizens. Interestingly, public values research has also been beneficial in helping researchers understand public sector corruption, both generally and specifically in developing countries. For instance, correctives for corrupt administrations often stem from a failure to realize core public values such as a respect for the rule of law and transparency. However, as should be apparent, this discussion has focused almost solely on democratically oriented countries; research on non-democratic regimes remains largely a black box—one that the journal might encourage more research on.

As in other cases, *Public Administration* has stood out as a front-runner for scholars exploring issues pertaining to ethics, public values, the public interest, and corruption. Once again, we have opted to focus on three articles that are, in our opinion, hallmarks of research on these topics, though we would also point interested readers to our review of Brown and Head's piece about co-production, discussed earlier.

The first piece selected is Torben Beck Jørgensen's (1999) *The Public Sector in an In-Between Time: Searching for New Public Values*. Jørgensen's piece begins by noting that we have witnessed the emergence of several new public sector governance structures that fundamentally challenge the foundations of democracy and democratic institutions because they blur the distinctions between (a) politics and administration, (b) what we mean by the "public" and the "private", and (c) national and international interests. He suggests these tensions have profound implications for political responsibility, accountability, and capacity; these implications are likely to result in new, interlinked governance systems that will be much more flexible but also inconsistent and, at times, incompatible. Consistent with other public value research, Jørgensen calls on scholars and practitioners to reconsider the "domains" of public values as these new governance systems emerge. There can be little doubt, in our opinion, that Jørgensen correctly predicted many of the challenges confronting public organizations today.

The second article in this section is Diane Stone's (2007) *Recycling Bins, Garbage Cans or Think Tanks? Three Myths Regarding Policy Analysis Institutes*. Stone's piece is unique and showcased here because she draws our attention to the important role that think tanks play in influencing public policy preferences and, therefore, the design and implementation of public programs.

In her article, Stone notes that think tanks have received little scholarly attention, yet, in practice, they often function as a “bridge” between researchers and policy actors. For Stone, we should be concerned about the role think tanks play as a “bridge” because the boundaries between think tanks, their financiers, and politicians is muddy and uncertain. Furthermore, the preferences of think tanks may or may not comport with broader public sentiment, suggesting think tanks may have a disproportionate impact on the design of public policies that can conflict with the broader public interest. In this sense, Stone offers her readers a cautionary perspective about the complex inter-relationships between our understanding of the public interest, policy experts, and public policy. Much like Jørgensen and Brown and Head, she illustrates that our understanding of the “public interest” is fragile and highly contingent upon whose “voice” receives the greatest attention.

The final piece we direct readers to is Monique Marks’s (2008) *Looking Different, Acting Different: Struggles for Equality within the South African Police Service*. We have discussed Marks’ work in greater detail elsewhere in our article, and, consequently, we only make brief mention of it here.

Ultimately, Marks’s piece is equally relevant to discussions of ethics, public values, and corruption because it illustrates (a) how closely intertwined organizational cultures are with broader societal values and practices, (b) how difficult it can be for organizations—even well-intentioned ones—to challenge and redress prevailing public sentiment, and (c) why reform efforts and new policy agendas so frequently fail. Essentially, Marks demonstrates—for better or worse—that social and governmental institutions are inextricably related and both are governed, at least at some level, by prevailing public sentiment, for better or worse.

NETWORKS, GOVERNANCE, AND PARTICIPATION

Over the last 30 years, calls to modernize government organizations and, in particular, the ways that governments deliver goods and services to citizens have grown increasingly common around the world. Many of these trends have been driven—both intentionally and unintentionally—by politicians and practitioners in industrialized countries.

On the one hand, some of the push for expanded networking and shared governance reflects deeply held political preferences concerning the appropriate scope and influence of government institutions. In this case, networking helps constrain the size and scope of government institutions by creating formal and informal pressures for public organizations to collaborate with one another on pressing political issues. Collaboration, in turn, reduces redundancies across public organizations, more fully taps and utilizes limited resources, and may result in better decisions and outcomes (e.g., by avoiding siloed, unidimensional thinking when designing programs and policies).

On the other hand, the burgeoning interest in networking also reflects a practical, growing awareness that governments at all levels are increasingly responding to problems that are more complex and technically sophisticated than ever before. Simply, the problems

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confronting governments today are thorny. Rarely do lone government agencies possess the resources—knowledge, skills, expertise, money, and political support—necessary to tackle problems directly themselves. Networking, in this sense, enables government agencies to pool their resources and develop synergies with other public, private, and non-profit organizations in an effort to accomplish more than would otherwise be feasible. Interestingly, proponents of networking also often suggest collaboration provides new and unique opportunities for shared governance and increased public participation on pressing issues that can, when implemented carefully and thoughtfully, generally produce better outcomes for citizens.

While the epicentre of the push for stronger networks and greater public participation seems to be located predominantly in industrialized countries, developing countries (e.g., countries that are not members of the Organisation for Economic Co-operation and Development (OECD)) have experienced similar pressures. Indeed, the promulgation of best practices, including those around networking, public participation, and shared governance arrangements, by organizations such as the International Monetary Fund have encouraged developing countries to pursue and implement analogous organizational arrangements. Not surprisingly, such efforts have been accompanied by unique challenges too, particularly around matters of capacity, professionalism, and corruption.

Public administration scholars have observed these trends and documented the gradual adaptation or, in some instances, outright replacement of bureaucratic systems and hierarchical forms of authority with more complex governance arrangements (e.g., mixed market arrangements and public/private partnerships) that encompass multiple public, private, and non-profit sector entities. Efforts to understand networks and shared governance systems as a form of organizing and as a tool for coordinating activity in the delivery of public goods and services have led to new theoretical frameworks and to significant conceptual refinement. Many of these efforts have, themselves, been helped along by methodological refinements (e.g., social network analysis) over the past three decades that have allowed researchers to consider more fully the nuanced nature of interactions between network partners and/or between governments and citizens. We have learned, for instance, that different types of networks exist (e.g., policy formation networks versus implementation networks) and that the efficacy of networks as a tool for delivering goods and services is highly contextualized (e.g., contingent upon resources, accountability structures, and personal relationships).

As a journal, *Public Administration* has been at the forefront of efforts to understand and improve networks, shared governance arrangements, and citizen participation. Consequently, no shortage of articles exists addressing these topics that the journal's readers may find interesting. However, in keeping with the aims of this project and our exploration of internationalization, three pieces stood out as exemplary.

The first of these articles is Andrew Taylor's (1992) piece, *Issue Networks and the Restructuring of the British and West German Coal Industries in the 1980s*. Taylor's aim was

to apply network theory in an attempt to examine comparatively the politics underpinning British and West German policies and strategies to support their local coal industry. Network theory developed, in large part, from the work of Heclo (1978), and was then adapted to the UK context by Rhodes (1990). As such, scholars first applied network theory to analyse and compare policymaking in the US and UK.

Taylor's article stands out partly because it is one of the first pieces to use issue network theory to consider how contextual factors within a broader international community—in this instance, West Germany—led to markedly different policy strategies and approaches even when governments (i.e., the UK and West Germany) espouse similar policy preferences. At the time, both West Germany and the UK were deeply committed to free-market principles. Yet, as Taylor aptly demonstrates, historical, ideological, social, political, and strategic variations within each country led the UK to focus on restructuring their coal industry, whereas West Germany sought to preserve its existing industrial structure. In this sense, Taylor illustrates how important context is in shaping issues and the activities of issue networks. His work was instrumental in (a) expanding the reach of networking theory generally, (b) helping to explain how and why policy changes occur, and (c) illuminating why policy deviations so frequently occur even when networks start with the same or similar preferences. Many of Taylor's core takeaways remain just as significant today and, consequently, have become bedrock principles of network theory.

The second piece selected is Ysa, Sierra, and Esteve's (2014) article, *Determinants of Network Outcomes: The Impact of Management Strategies*. As Ysa and colleagues note, much of the extant literature addressing networks and networking has tended to explore network structures and the various ways that these structures shape network performance. Unfortunately, far fewer efforts have been undertaken to explore the effect of managers and management strategies on networks, network structure, and network performance (see e.g., Agranoff 2012).

Attempting to correct for this oversight, Ysa and co-authors explored three central questions among 119 action networks in Catalonia, Spain, in their article: (1) What are the effects of network management strategies and trust on perceived outcomes? (2) Does active network management improve the level of trust in networks? And (3) how do facilitative leadership and complexity influence the relationships within networks? Most notably, the authors' found that management strategies have a pronounced effect on network outcomes, particularly to the extent that management strategies enhance the level of trust among network participants. Additionally, they found that facilitative leadership styles could improve network management, whereas complexity can make it challenging for managers to build high levels of trust. Ultimately, Ysa and colleagues are among the first batch of scholars to demonstrate that managers and management strategies have considerable influence on network dynamics.

The third and final piece selected is Brown and Head's (2019) *Navigating Tensions in Co-production: A Missing Link in Leadership for Public Value*. In many ways, this piece

could just as easily be included in our discussion of articles that have expanded the field's understanding of ethics, public values, and corruption.

In their article, Brown and Head argue that the field requires new forms of leadership to create public value for communities that have historically been marginalized. They further suggest that public sector leadership hoping to generate such value must focus on designing and implementing systems of co-production that treat partnerships with citizens and impacted populations as central in any effort to meaningfully deliver goods and services. To illustrate these points, they examine how a partnership between Australian governments and Indigenous communities functioned to design and deliver services to Indigenous peoples more effectively. Through this analysis, Brown and Head illustrate how important public participation is for producing outcomes citizens, constituents, and marginalized communities value, regardless of one's country of origin.

ENVIRONMENTAL GOVERNANCE AND CRISIS MANAGEMENT

In the last 25 years, *Public Administration* has increasingly incorporated articles addressing environmental issues with an international perspective and a governance lens. In the 1990s, the principal concern was to explain national convergence and divergence in the transition from an industrial modernization to an ecological modernization in European countries (e.g., Weale et al., 1996). With the turn of the century, the focus switches to the study of international environmental governance (e.g., Jordan et al., 2003 with their analysis of national governments' interactions with the EU level) and the functioning of polycentric governance arrangements, such as the study of forestry and climate change policies in several industrialized countries (Doelle et al., 2012).

Environmental governance is multi-level and polycentric. The term international governance describes cooperation between independent States, and also includes non-governmental actors that participate in defining rules and processes. For Finkelstein (1995), international (global) governance refers to the act of governing relationships that transcend international borders, but without a sovereign authority. Due to the importance of national sovereignty in international law, environmental governance requires intergovernmental coordination and multi-level collaboration to address transnational issues, and especially environmental issues. Due to the complexity of environmental issues, Keohane and Victor (2011) question that there is a single environmental governance regime but rather there are several environmental regime complexes.

Further, the complexity and non-linear nature of most environmental issues presents new challenges for public administration. In their review, Galaz et al. (2011) discuss seven cascading ecological crises that unfold at different scales to highlight the numerous interrelations between socio-political dynamics and ecological risks. They connect environmental governance and scientific knowledge to crisis management and trace how local decisions, commonly based on a limited understanding of ecosystems, can initiate a chain of events triggering a crisis that then cascades, crossing political boundaries and scales. Consequently, public authorities need to respond quickly in contexts of limited knowledge,

testing the limits of collaborative and participative decision-making processes. In moments of crisis, effective political leadership requires navigating social and political tensions as well as coordination of public and private actors.

Similarly, in their introduction to the special issue “Designing resilient institutions for transboundary crisis management”, Boin and Lodge (2016) underline the need for mainstream public administration research to develop research on risk and crisis management, integrating literature from other disciplines and insights from communities and non-governmental experts. Further, since many crises are transboundary issues, effective governance requires international coordination and recognition of national differences as shown by Baekkeskov (2016) who reveals the critical role of experts in the H1N1 crisis in two European countries, while Aldrich (2016) highlights the role of powerful local politicians in the aftermath of Fukushima disaster.

Some of the most interesting articles in *Public Administration* contributing to greater understanding of environmental conflicts and crises provide bottom-up comparative analyses that reveal subtle differences affecting governance arrangements. Li et al. (2016) uses crisp-set qualitative comparative analysis to study 10 cases of environmental conflicts at the local level in China. Since China is a fragmented authoritarian country, this study reveals how certain combinations of conflict characteristics favour a more responsive authoritarianism at the local level. Under certain conditions, local governments may relinquish economic interests for social stability and the central government may encourage local governments to take a pro-environment or pro-social approach.

At the same time, the polycentric governance approach, based on the work of Elinor Ostrom (1990), recognizes the importance of non-governmental actors in establishing and following rules for the sustainable management of natural resources within social ecological systems. Effective rules are based on ecosystem knowledge and facilitate cooperation; sustainable governance depends on the respect of the rules, where both governmental and non-governmental actors supervise compliance.

Gorris et al. (2019) use this approach to analyse patterns of social interactions as part of the decentralized governance of four fisheries in Indonesia. Their results clearly show the association of higher interaction frequency between actors in those study sites with more sustainable governance outcomes, suggesting that greater trust and shared norms contribute to better management. In these results, they downplay the importance of decentralization and highlight the role played by non-governmental brokers who facilitate collaboration between the numerous governmental and non-governmental actors involved. In particular, they contrast brokers who choose sustainability with brokers who use their position in the network for personal interests.

Greater understanding of complex networks of public and private actors is also important in crisis situations. In his analysis of interorganizational emergency responses to the 9-11 terrorist attacks on the World Trade Center in New York City, Kapucu (2006)

identifies the factors that contribute to or inhibit successful public-private coordination under difficult conditions. An effective coordinated response requires communication and trust at multiple levels and between public and non-profit sector organizations, echoing many studies on collaborative governance and public innovation at different scales and in different institutional contexts.

Due to both geographical and institutional heterogeneity, governance capacity at the local level is essential for environmental sustainability and crisis management. *Public Administration* has published numerous articles on networks and on local governments, and there are two large-scale studies at the local level that contribute to a better understanding of the factors that favour more effective local governance. We highlight the already discussed study by Ysa et al. (2014) that found important effects of management strategies on the outcomes in 119 urban revitalization networks in Catalonia (Spain). This study also found that facilitative leadership has a positive impact on trust, while network complexity has a negative impact.

In the second study, Walker et al. (2015) provides a non-linear analysis of the factors affecting innovativeness in 405 local governments in the United Kingdom. In coherence with social capital literature, this study finds that areas with strong civic cultures and many community non-profit and other civic organizations are important factors that favour local government innovativeness. However, the non-linear analysis also shows that limited civic cultures and low organizational density favours innovativeness. In contrast, political uncertainty or turbulence tends to limit innovativeness.

For more than 50 years, *Public Administration* has increasingly addressed salient environmental issues that are both international and local at the same time. The selected articles reveal the need for greater collaboration between the natural and social sciences, where *Public Administration* has an important contribution to make towards the design and implementation of more effective, just governance arrangements.

CONCLUSIONS

The development of this review article has coincided with the Covid-19 pandemic which caused devastation across global social, economic and health outcomes. Over 4.5 million people died in 2019-2021 due to the virus and it is widely expected that it will take many years for the global economy to recover to pre-Covid levels. What's more, the pandemic has shone a stark light on global inequalities in terms of the response to the pandemic and crucially in terms of the vaccine rollout. But it has also in many ways brought people together across national borders who have experienced the same challenges in light of a common crisis.

In reflecting on the development of *Public Administration* from 1923-2022 we, as an international group of public administration scholars, came together to ask how the journal has internationalised, specifically over the last 30 years (since the demise of the RIPA). This question was stimulated by our own interests but the process of conducting the research was

significantly aided by changes in working practices that led directly from the Covid-19 pandemic. Prior to March 2020, and the shift across many universities to remote working, Zoom and Microsoft Teams were largely niche software tools. Videoconferencing and file sharing platforms did, of course, already exist but the experience of working remotely through the pandemic significantly blurred the boundaries of institutions and countries. Suddenly working with colleagues in one's own university was now directly comparable with working with colleagues in different universities, in different countries and even different continents. The distinction between intra-organisational, inter-organisational and international working has never been smaller.

We brought our different experiences, knowledge and cultural contexts to the development of this review. Through this process we have also reflected on many of the challenges faced by universities during the pandemic and the different approaches taken by our governments. By sharing our different experiences and knowledge of the journal itself, we developed a more nuanced understanding of the theoretical and methodological contributions of *Public Administration* to the study of public affairs over the last 30 years. Greater inclusion of new voices has contributed to a more nuanced understanding of the similarities and differences between countries. In this way, the diversity of the present writing team has undoubtedly been beneficial to the writing process, highlighting collaborative knowledge construction. Along with the changes to working practices facilitated by technological innovations, we are hopeful for a more international future - albeit we must caution against complacency.

Ultimately, we feel it is important that the internationalisation of the journal, particularly over the last 30 years, is maintained and built upon in future years. Since 2021 there have already been positive moves to further progress the internationalisation of the journal including the development of a diverse editorial board that includes scholars from virtually every continent, the introduction of abstracts in a second language and moves to Open Research including the sharing of data, materials and research instruments. At the same time the journal has retained its quality and the standards of peer review. But there is still more to be done in the development of a truly international public administration. Considering that the journal *Public Administration* is committed to greater inclusion of Global South³ scholars, it needs to address the multiple barriers identified by Collyer (2018), such as the Global North academic culture that has little interest in alternative approaches or perspectives. From this perspective on internationalization, the recent changes to *Public Administration* should contribute to greater North-South dialogue on the influence of historical and institutional contexts on contemporary public management, although this process will be slow due to the historical concentration of public affairs scholarship on the northern hemisphere.

³ The term "Global South" generally refers to the regions of Latin America, Asia, Africa and Oceania, seeking to capture the historical legacy of colonialism on geopolitical inequalities and knowledge production outside of Europe and North America (Dados & Connell, 2012).

Although there were limited articles addressing institutional contexts in the Global South, *Public Administration* has often stood apart in its acceptance of diverse voices, methodological traditions and intellectual lenses. The articles we have highlighted within this review illustrate a rich tapestry of research. Whilst all academic journals are in many ways striving to be more international and more diverse, *Public Administration* has always adopted a ‘big tent’ approach to scholarship where a diverse spectrum of philosophies, methodologies, theories and contexts have been embraced. The fall of the Berlin Wall in November 1989 and the emergence of new states across Eastern Europe has contributed to the development of a supranational public administration in Europe during these thirty years. With growing interdependence between countries and continents, supranational governmental organisations such as the World Health Organisation (WHO) and United Nations (UN) continue to play an important role in shaping the future and internationalisation of public administration practice.

The experience of Covid-19 has highlighted the importance of international cooperation. But at the same time national populism, economic protectionism and political instability pose a direct threat to that cooperation. The climate emergency will require renewed international learning, leadership and innovation in how we design and deliver public services. In doing so we must redouble our efforts to develop a more ethical, more inclusive and more sustainable public administration. *Public Administration* has shown, over the last 30 years in particular, how international scholarship can enhance our understanding of issues such as equity, social justice and inclusion; ethics, public value and corruption; networks, governance and participation; and environmental governance and crisis management. Responding to public issues shared between different countries, the selected articles contribute theoretically and/or methodologically to a more internationalised field.

The prospect for further internationalization is evident with recent studies, such as Meyer-Sahling et al. (2020) who conducted a conjoint experiment with public servants in Africa, Latin America, and Eastern Europe. Peeters et al. (2020) uncovered citizens’ “gaming” response to dissatisfaction with public service in Cancún, Mexico. In Asia, Li and Walker (2021) offers a case study of China’s social assistance system. In fact, as part of our analysis, we also examined the geographic representation of *Public Administration* authors with forthcoming manuscripts (see Figure 2).

[INSERT FIGURE 2]

As Figure 2 demonstrates, there is strong evidence that the international and intellectual diversity of the journal will become even more pronounced in the coming months. Admittedly, a substantial number of manuscripts continue to be produced by scholars located in the UK. Yet, there are an even larger number of forthcoming articles produced by researchers located in academic institutions in Europe, the US, Australia and New Zealand, and Eastern Asia. Jointly, the number of non-UK authors from these geographic regions (n = 126) dwarfs that of UK-based scholars (n = 48). Furthermore, it is apparent from Figure 2 that upcoming articles from other countries and geographic regions, such as the Western

Asia, Latin America and the Caribbean, Canada, and Africa, have also grown, albeit at a much slower rate (n = 11).

The progress made to date in promoting geographical representation on the editorial board, combined with the abovementioned international and intellectual diversity of the journal, signals the journal's efforts towards internationalization and inclusiveness. What is needed to guide the journal's future endeavours over the long term is comprehensive data that track diverse dimensions of internationalization, namely, the nationalities and affiliations of the editorial team members, the reviewers, and the authors, and the origin of the data collected. Such data will help the journal assess its progress and understand whether and how improving one or more of these dimensions (e.g., the geographical diversity of the editorial board members and the reviewers) might lead to the promotion of other dimensions, such as the geographical diversity of its authors. This, in turn, would help inform future strategies.

Clearly, to deepen the internationalization of public administration scholarship, there is more to be done to include studies on and by scholars in under-represented countries and world regions, where academic traditions and institutional contexts have developed autonomously from those of the UK, Europe, and the US. Yet, given our analysis, there is also considerable reason to be optimistic about the journal's progress toward greater internationalization. When viewed alongside many of the pressing global challenges confronting nations and international communities, such as those expressed in the UN Sustainable Development Goals, the number of studies adopting a global - and transnational - governance perspective is expanding. We are confident that *Public Administration* will continue to play a central role in this endeavour.

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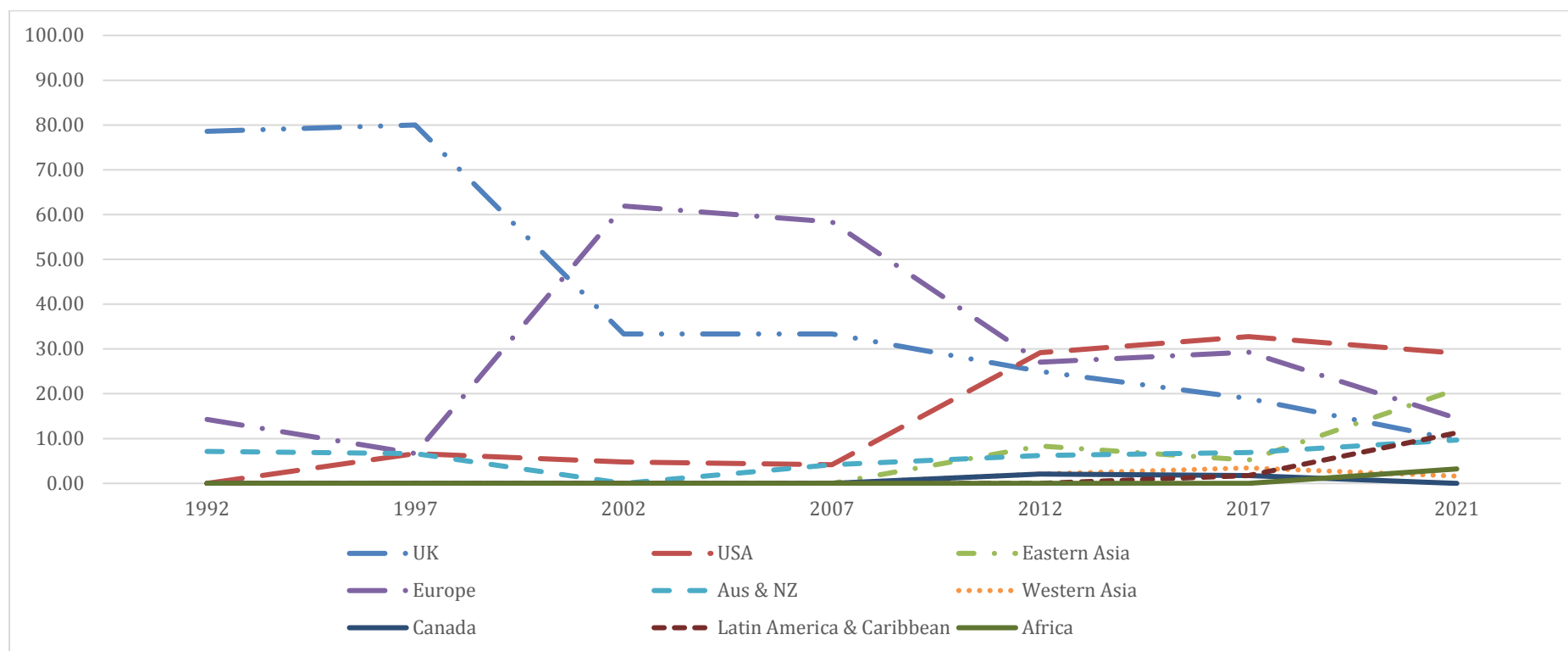
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Figure 1 Geographical representation of editorial team (% of members)



Source: Authors own data compiled from archived journal web pages accessed at <http://web.archive.org/> and hard copies as supplied by Professor Gavin Drewry. Country classifications based on United Nations "Standard Country or Area Codes for Statistical Use" M49 standard.

Figure 2 Geographical representation of author institutions in forthcoming articles, as of 30 November 2021

