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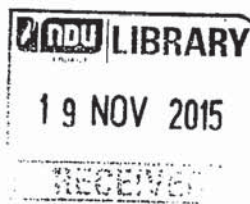
Faculty of Law & Political Science

A Content Analysis of the 2011 Strategy for the
Reform and Development of Public Administration in
Lebanon

M.A. Thesis

by

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Reform and Development of Public Administration in
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Abstract

The revival of the Lebanese public administration is necessary for restoring the basic role and services of the Lebanese government. In 2011, The Office of Minister of State for Administrative Reform (OMSAR) presented the “Strategy for the Reform and Development of Public Administration in Lebanon.” The reform strategy is laced with words like “empowerment”, “business re-engineering process”, “benchmarking”, “learning organization”... it seems that New Public Management principles inspired the reform framework designed by OMSAR.

The intention of this study is to increase the understanding of the 2011 reform strategy; in particular, it will examine whether the reform strategy converges with the principles of New Public Management (NPM). To answer the research question, the text of the reform strategy will be examined using conceptual content analysis. Quantifying the presence and the occurrence of pre-selected NPM concepts within the text of the strategy will help us understand to what extent this strategy seek to introduce and apply NPM doctrines in the Lebanese public administration.

The content analysis conducted showed that: *2011’s Strategy for the Reform and Development of Public Administration in Lebanon diverges from NPM principles...*

In Lebanon, the need to reform the public administration is urgent; However reform planners don’t have to choose a paradigm and blindly apply all its principles, on the contrary, they can selectively chose the tools they regard as essential from different paradigms.

Chapter 1

Introduction

"The quest for the perfect way of structuring and managing government has gone on as long as there has been a government, always to end in disappointment." (Peters, 1996, p. 7)

The variation in the philosophies of reform is related to the lack of hard evidence of what actually works in improving government performance. The call for administrative reform has become a popular pledge, it is on the agenda of every government, and it has been an eternal theme for governments and people.

The growing public demand for quality services, the financial crisis, the globalization of capital and investments, and bureau-pathologies led to a search for alternative administrative models. Over the last three decades, many countries have experienced extensive modernization reforms of their public sectors; these reforms aimed at efficiency improvements and de-bureaucratization. Within political science, these reforms are described as driven by the paradigm of *New Public Management*.

As a paradigm, New Public Management (NPM) focuses on increasing public sector efficiency through a break with 'traditional models' of public management and governance. Instead of viewing the public sector as different from the private sector, this paradigm draws on the notion that business models of management are superior and the public sector will gain from copying the private (Klausen, 1996). As such, reform

models have increased their focus on performance measurement, output controls, competition and private sector management practices (Hood, 1991).

During 1980s and 1990s NPM doctrines dominated public management reform in Australia, Britain, Canada, New Zealand, and the United States as well as in some third world highly indebted countries where NPM reforms were dictated by international aid agencies and donor countries. NPM was, and still is, presented as a global reform movement; however, the definition and implementation of NPM-style reforms are influenced by domestic culture, institutional settings and administrative law traditions therefore its implementation has differed substantially across countries.

The revival and reform of the public administration is essential for rebuilding Lebanon. Administrative reform has been on the agenda of every Lebanese cabinet. Governments have resorted to it with varied motivations, one of which has been to obtain credibility. The public has always aspired to a reformed administration that provides services efficiently and effectively. Both governments and the public in Lebanon have lost their bids so far. Political will, determination, and perseverance are the basic requirements for achieving this long needed reform.

Because Administrative reform in Lebanon was, and still is, a Top Priority, The Office of Minister of State for Administrative Reform (OMSAR) was created in 1993 to coordinate and plan the administrative reform. The office presented the first reform plan in 1996, and in 2001 it won the Council of Ministers' approval. In 2011, OMSAR

reviewed, evaluated, updated, and redrafted the 2001 strategy and presented the “Strategy for the Reform and Development of Public Administration in Lebanon.”

The intention of this study is to increase the understanding of the 2011 reform strategy prepared by The Office of Minister of State for Administrative Reform, in particular, *it will examine whether the reform strategy converges with the principles of New Public Management.*

This introductory chapter starts with identifying the main players in every administrative reform and the different tides and paradigms prevailing. It then synthesizes on some of the key literature that defines New Public Management and briefly states its practices, doctrines, critiques and the methodology to be used in this study.

1. Administrative Reform, Power Politics in Action

The rush toward reform of the bureaucracy reflects a combination of factors. Aberbach and Rockman (2000, p.6) boiled these factors into five broad considerations. The first is the growth of complexity of the government, the second factor is the increasing level of populist democracy, the third factor has to do with the growth of management science, the fourth is the displacement of older political coalition by newer ones, and the last factor is the perceived bureaucratic resistance to change.

Because bureaucracy is enmeshed in politics, there is a vision of administrative reform as a political activity that attempts to change the power structure in a certain society. According to Caiden (1969), administrative reform is power politics in action.

Proponents of this point of view do not totally reject the managerial content of reform, but they argue that the goals of reform, namely efficiency, effectiveness, and economy, are used to advance other hidden agendas, namely political (El Zein, 2009). Aberbach and Rockman (2000, p. 3) emphasize this point saying that reformers will not get anywhere if they define administrative problems only as apolitical matters.

What underlies reform is a more fundamental issue: Who exercises power? How much discretion should bureaucrats have? Who is legally responsible for the government actions? To whom should the bureaucrat respond? “Bureaucracy is very much about power; it is thus eminently political” (Aberbach and Rockman, 2000, p. 3). Consequently any reform attempt is the subject of intense consultation, compromise and bargain between different actors.

a. Reform Success, Success to Whom?

Among the actors involved in the reform are the politicians and the civil servants. Max Weber was the first scholar to realize this potential conflict between elected politicians and appointed bureaucrats. According to Savoie (1998, p. 396), when we think of administrative reform success, we should think success to whom? There are at least *three major groups of players*. The first is the politician involved in promoting or resisting reform (according to a hidden agenda). The second is civil servants who consider a successful reform is the one that strengthen their positions at the expense of the politicians’, and the third is the public.

Bureaucrats play the role of status quo protectors who struggle to defend the way things have always been done. Bureaucracy, by design, works according to routines that have the tendency to persist unless altered. On the other hand, politicians feel that they need to implement quick fixes and perceive bureaucracy as an obstacle to quick change. In this conflict bureaucrats depend on their technical superiority, information, power of decision, and political support. Politicians resort to their powers of legislation, budget, and politically motivated civil servants from inside the administration (El Zein, 2009).

b. The Reform Tides / Paradigms

The variation in the philosophies of reform is related to the lack of hard evidence of what actually works in improving government performance. Congress and presidents have been reforming government ever since the first federal departments and agencies were created. They have also been applying widely different philosophies of reform to the task.

All government reforms are not created equal. Some reforms seek greater efficiency through the application of scientific principles to organization and management, whereas others seek increased economy through attacks on fraud, waste, and abuse. Some seek improved performance through a focus on outcomes and employee engagement, whereas others seek increased fairness through transparency in government and access to information.

According to Terry, there are four approaches to public management: quantitative/analytical management, political management, liberation management, and market-driven management. He grouped the latter two together into a broad category of “neo-managerialism” (Terry, 1998).

Quantitative/analytic management has its intellectual roots in policy analysis and the discipline of economics. This approach places a heavy emphasis on the strategic use of sophisticated analytic techniques such as forecasting and cost-benefit analysis. Proponents of quantitative/analytic management assert that systematic analysis reduces uncertainty in the decision-making process, thereby enhancing the effectiveness and quality of executive decision-making.

Political management focuses on the politics of public management. This approach rejects outright the politics/administration dichotomy. It assumes that public managers have a legitimate right to exercise political power in the policy making process.

Neo-managerialism consists of an updated version of an older tradition embodied in the work of Frederick Taylor (Pollitt, 1990), as well as a complex mixture of public choice theory, agency theory, and transaction-cost economics. It could be argued that when administrative leadership is cultivated and fostered by neo-managerialism the context of democratic governance is threatened.

In his book “The Tides of Reform: Making Government Work”, Paul Light examines postwar reform in the US public sector, based upon the identification of some

141 major legislative changes. Light argues that there have been four principal "tides" in reform, all of which have appeared and reappeared in American government for decades, if not centuries.

The oldest of these tides is "war on waste, followed by "scientific management, "watchful eye," and finally "liberation management". Although one tide or another may dominate during a period, they continue to appear again and again (Light, 1997).

Scientific management emphasizes efficiency, centralization, and other structural reforms that primarily benefit the executive branch, it goes side by side with tight chains of command and strong presidential leadership; *War on waste* focuses on accountability for spending; *Watchful eye* includes attempts to exercise more control and accountability over the administration. A watchful eye is for those who believe that sunshine is the best disinfectant for misbehavior; *Liberation management* is the most recent tide, it includes quality movements, empowerment, reengineering, and reinvention approaches. It suits those who hope to free agencies and the employees from the oppressive rules and oversight embedded in the three other philosophies.

Each tide has its own administrative mechanisms: tight rules governing behavior for scientific management, auditing and investigating for the war on waste, freedom of information and open meetings for watchful eye, and devolution, team building, and employee empowerment for liberation management. Each tide conveys a very different view of government and its employees, as well as a very different implementation approach. Congress consistently has preferred war on waste and watchful eye reforms,

while presidents have advocated scientific management and liberation management reforms. A problem shared by most reform tides has been their "ebb and flow." Just as implementation of one reform began, a new reform was proposed, often eroding support or impeding implementation of the prior one.

Ronald Moe discussed the *Administrative Management Paradigm* as a response to the entrepreneurial management paradigm (Moe, 1994). Moe criticized the entrepreneurial management paradigm by arguing that it has fundamentally misconceived the nature of government. Entrepreneurial management emphasizes on customer satisfaction and responsiveness to agency clientele and undercuts the notion of people as citizens with rights. The entrepreneurial paradigm embraces too fully the notion that government is similar to business, hence the concern of agency officials shifts away from being agents of the sovereign to the role of business entrepreneurs trying to satisfy customers. This is dangerous because it loosens the hierarchical ties that bind civil servants to carrying out the public will as expressed through their elected representatives. Moe defends the "administrative management paradigm" because it increases the emphasis on the Constitution, statutory controls, and hierarchical lines of responsibility...

Alfred Tat-Kei Ho observed a shift from a bureaucratic paradigm to an *E-government paradigm*. Explosive growth in the internet usage and rapid development of e-commerce in the private sector have put growing pressure on the public sector to serve citizens electronically, this is known as e-government initiative (Tat-Kei Ho, 2002).

The flexibility of the internet in providing access to goods, services, and information raises citizen's expectations of customer service in a range of contexts, including interaction with the government. Tat-Kei Ho explains that there is a paradigm shift of public service delivery in the internet age. Citizens no longer need to know which departments are responsible for what in the network of production of services. E-government should apply the concept of one-stop shopping service by offering a tremendous amount of content on its home page. Citizens have the greatest discretion in browsing without pre-categorizing the material by departments; hence, citizens are unaware of the organizational boundaries of the provider in this cyber-world.

Researchers have demonstrated that governments vary in what they take from the bundle of reforms and have provided evidence of transformation in both the meaning and content of reform strategies from one country to another. One of the most widely discussed models for public sector reform in recent years is the New Public Management. Born and evolved since the 1980s, it was viewed as a paradigm shift in public administration. NPM, like most administrative labels, is a loose term. Its usefulness lies in its convenience as a shorthand name for a set of broadly similar administrative doctrines (Hood, 1991).

2. New Public Management

NPM has been regarded as a global model and used as a yardstick to shape later research on public administration. NPM is different in many ways from traditional public administration. It reflects an image enmeshed with a minimal government,

decentralization, market orientation of public service, contracting out, privatization, performance management, etc... These features signify a marked contrast with the traditional model of administration, which embodies a dominant role of the government in the provision of services, hierarchy, centralization and so forth. NPM components have become the orthodox scripture of reformers all over the world.

Traditional public administration all over the world failed to recognize and act on several changes in some vital environmental forces. Accordingly, NPM emerged in response to these forces which governments everywhere were facing (Sarker and Pathak, 2000, p. 57). The large and expensive public sectors, massive technological innovations, development of information technology, the globalization of the economy, mismanagement of public sector... are among the forces that gave rise to NPM.

Osborne & Gaebler (1993, p.350) wants to Reinvent Government; they believe that the problem is not in civil servants but in the system itself. He explains that government today consists of a lot of very dedicated people trapped in bad systems. These systems must be changed if government is to improve its performance. But what has been done instead? Governments cut services that are politically vulnerable. That is similar to someone cutting off a few fingers and toes instead of going on a diet to lose weight. The task is to make government more productive, do more with less, without cutting off our hands and feet.

The underlying problem is: Why did government become so bloated and ineffective? According to Osborne & Gaebler, the answer is fairly simple: Governments

do business in an outmoded way. Bureaucracies actually worked well when they were first created. But that was fifty or a hundred years ago, and the world has changed. Unfortunately, too often the public sector does not change. Public institutions were created as follows: there was a big problem to solve; a public program was set up to solve it; bureaucracy grew; civil servants were hired to deliver services. All this was done in a very top-down, hierarchical fashion, with a great many rules and regulations. This classical approach is very impersonal. Delivering standardized services to a mass market the same kind of education for every child, the same kind of welfare check for every poor person was considered the right way to do things, the fair way to do things (Osborne & Gaebler, 1993, p. 350).

Today the bureaucracies function inefficiently. Society is being transformed not only by technological changes but by social changes as well. A generation ago people were a mass society. They watched three television networks and read three news magazines. They looked at and read and talked about the same things. Today people have become used to hundreds and hundreds of choices. In the public sector, however, one size still fits all. *Choice* is something that must be addressed in the public sector (Osborne & Gaebler, 1993, p. 351). *Responsive* new public management is essential.

How do you take a bureaucratic system and transform it into an entrepreneurial system? Osborne and Gaebler (1992), in their book *Reinventing Government*, put forward ten principles that will induce an entrepreneurial spirit in the Public Sector. The following principles are capable of reinventing the government:

-
- a. *Catalytic government: steering rather than rowing;*
 - b. *Community-owned government: empowering rather than serving;*
 - c. *Competitive government: injecting competition in service delivery;*
 - d. *Mission-driven government: transforming rule-driven organizations;*
 - e. *Results-oriented government: funding outcomes, not inputs;*
 - f. *Customer-driven government: meeting the needs of the customer, not the bureaucracy;*
 - g. *Enterprising government: earning rather than spending;*
 - h. *Anticipatory government: prevention rather than cure;*
 - i. *Decentralized government: from hierarchy to participation and teamwork*

a. **The Doctrines of NPM**

NPM is an umbrella term which encompasses a wide range of meanings (Metcalfe, 1998, p.1). There has been a debate over the precise nature of NPM, different commentators and advocates have stressed different aspects of the doctrine.

According to Hood (1991, p. 4-5; 1995b, p. 96), the guiding principles that have been agreed upon among scholars, and that appear in most discussions, can be summarized in seven doctrines:

(1) Hands-on professional management of public organizations i.e. visible managers with discretionary power and freedom at the top of the organization. (2) Explicit standards and measures of performance set as indicators of success. (3) Greater emphasis on output controls stressing results rather than procedures and allocating resources and rewards according to performance. (4) Shift to disaggregation of units in public sector i.e. breaking up large units. (5) Shift to greater competition in public sector,

thus introducing market disciplines in public sector. (6) Stress on private-sector styles on management practice in the public sector. (7) Stress on greater discipline and parsimony (economy) in public sector resource, thus do more with less. Chapter 3 will elaborate more on NPM origin, principles and doctrines, categories, implications...

NPM doctrines can be further grouped into three overall categories:

1. The Use of Market-type Mechanisms,
2. Managerial Improvement and Organizational Restructuring,
3. Focus on Performance.

The Use of Market-type Mechanisms

Lan and Rosenbloom (1992) observed that the chief aim of market-based public administration approach is that public administration can achieve its historic quest for both efficiency and responsiveness to the public through competitive market-like practices. NPM is to a large extent based on the assumption that public sector organizations need to learn from private sector and private companies. Private sector is considered to be more efficient, and by imitating private sector – public administration may become more efficient in its allocation and use of resources. This is considered possible in so far as the difference between private and public spheres is not seen as an obstacle. Market means competition and is seen as the highway to heaven. The public sector is not exposed to competition. According to the NPM doctrines, public sector organizations are in a monopoly situation and hence do not have similar drive for continuous improvements. NPM proposes to expose public sector organizations to competition.

Managerial Improvement and Organizational Restructuring

According to the NPM ideology, politicians are amateurs in managing the administration; public institutions need more professional management. Politicians have legitimate role as responsible for the overall goals of public sector organizations, but the implementation should be more exclusively left to professional managers. Pollitt (1990) sees NPM as example of 'managerialism'. He considers that existing public sector organizations are outmoded and in need for reform.

A body of proven management ideas and techniques is available to guide the reform process, efficiency and flexibility will flow from the application of such techniques, and it is progressive to define the citizens who interact with public sector organizations as consumers and customers (Pollitt, 1998). Osborne & Gaebler (1992, p. 167-170) then elaborated on a customer driven public administration that takes into consideration choice.

On the other hand, organizational restructuring is about downsizing the public sector and the division of government departments into agencies with managerial autonomy in financial and personnel matters (Batley & Larbi, 2004, p. 45-47).

Focus on Performance

In an environment of rapid change, the old top-down bureaucratic monopolies delivering standardized services are not effective. To be effective an organization must be lean, fast on its feet, responsive to its customers, capable of adjusting to change, able

to improve productivity continually... In other words, it needs to be entrepreneurial rather than bureaucratic (Osborne & Gaebler, 1992, p. 349-350). Entrepreneurial does not mean "for profit."

An entrepreneur, according to Osborne & Gaebler (1992, p. 9), shifts resources out of an area of low productivity and minimal yield into an area of higher productivity and greater yield. Governments should measure the results of what an agency does, and ties incentives to achieving those results.

b. Counter-Claims: Critiques of NPM

The intellectually and practically dominant set of managerial and governance ideas of the last two decades, new public management (NPM), has essentially died in the water. This cognitive and reform schema is still afloat, and a minority of its elements are still actively developing. But key parts of the NPM reform message have been reversed because they lead to policy disasters, and other large parts are stalled. (Dunleavy et al, 2005, p.468).

NPM is criticized for ignoring the fact that public management differs from private management in its essential nature. Schick (1996, p. 25-26) argues that the responsibilities of the government are broad because of its strong influence on society; NPM narrows the government responsibilities and weakens collective values and interest. What one notices first when looking at the public and private spheres is the difference, not the similarity. The state is characterized primarily by its monopoly on power, force, and coercion on one side, and its focus on the public good, on the other,

while the business world legitimately focuses on profit maximization. The NPM use of business techniques within the public sphere miscomprehends the most basic requirements of any state, particularly of a democracy because regularity, transparency, and due process are simply much more important than low costs and speed. NPM's disadvantages will be more fully explained in the last part of chapter 3.

NPM is also criticized as eroding the traditionally respected values and ethics of civil servants, such as fairness, equality, and impartiality. This problem has arisen because NPM is based on output controls and discretionary management rather on rule-based systems and due-process. DeLeon and Green (2001, p. 621) argue that the lessening of rules and increased flexibility will lead to administrative corruption because performance evaluation can be offset by political intervention. The proponents of NPM clarifies that civil servant's values and ethics will be maintained through improvements in organizational culture and education, and through the creation of a suitable system for balancing the managerial freedom of civil servants on one hand and output control on the other.

Another criticism is the assertion that NPM, in spite of its professed claims to promote the 'public good' (of cheaper and better public services for all), is actually a vehicle for particularistic advantage. The critique is that NPM is a self-serving movement designed to promote the interests of an elite group of bureaucrats rather than the mass of public service customers (Dunleavy 1985; Pollitt 1990). Implicitly, the remedy

suggested by Pollit (1990) is to take measures to 'empower' consumers, for instance by new systems of direct democracy.

NPM challenges Democracy. The blind application of business management principles and practices can undermine the integrity of public bureaucracies and so threaten our democratic way of life. Metcalfe (1998, p. 10-11) criticized NPM for paying little attention to the involvement of citizens, and regarding the users of public services as clients or customers rather than as members of democratic states. Dendhart (2000, p. 549-550) suggests figuratively that the owner of the boat (whether steered or rowed) is forgotten.

Argyriades (2003) goes to the extreme and considers that NPM is against social justice and human rights and is responsible to the terrorist attack on the World Trade Centre in 2001 (minimal government), as well as the collapse of Enron.

The critiques stated above are being studied by NPM proponents and practitioners are squeezing and twisting NPM doctrines in a way to minimize its disadvantages. Despite these critiques NPM is still the dominant paradigm.

3. The Methodology

The purpose of this study is to explore to what extent the reform strategy converges with the principles of New Public Management. The methodology that will guide the analysis is a *Contextual Content Analysis*.

Content analysis is "a technique for making inferences by objectively and systematically identifying specified characteristics of messages" (Holsti, 1969, p. 608). This technique is used to determine the presence and occurrences of certain words or concepts within texts or sets of texts. Its major benefit comes from the fact that it is systematic, unobtrusive and replicable. The content analysis can help discover and describe the focus of individual, group, institutional, or social attention (Weber, 1990) in the case of this study, it will help us make inferences about OMSAR's reform strategy.

The sample to be used in this study is OMSAR's "Strategy for the Reform and Development of the Public Administration in Lebanon" which was reevaluated, updated and redrafted in 2011.

This study is based on desk research. After a careful and thorough study of the literature on content analysis and on NPM, the categories and concepts that will be used to code the reform strategy were identified. The reform strategy was then coded and the results were reflected in tables. Quantifying the presence of predefined NPM concepts helped us make inferences about the messages within the reform strategy, and changes in the frequency from one category to the other and from one concept to another within the same category enlightened us about Lebanon's reform plans.

Chapter 1 identified the main players in every administrative reform and the different tides and paradigms prevailing. It then briefly stated NPM's practices, doctrines, and critiques. The methodology to be used in this study was also explained.

Chapter 2 is about the Lebanese Public Administration and it is divided into three main parts. The first is about the urgency of administrative reform in Lebanon and the birth of OMSAR and its 2011 reform strategy, the second part focuses on the administration's current situation and its pathologies, and the last part mentions several conditions which are essential for the success of any reform plan in Lebanon.

Chapter 3 elaborates on the doctrines and principles of New Public Management. It starts by comparing NPM to traditional public administration and then explains the reasons that led to its rise. The origins and doctrines of NPM are explained and its principles are grouped in three main categories: The Use of Market-type Mechanisms, Managerial Improvement and Organizational Restructuring, and Focus on Performance. Each category was then represented by a group of concepts that stands for the whole category and will be used to codify the reform strategy. The third chapter also states NPM's counter-claims.

Chapter 4 is about applying content analysis to the OMSAR's 2011 reform strategy. The research question will be answered through the use of a contextual content analysis, which is an unobtrusive methodology that uses the direct observation of documents. This technique includes an Eight-Step procedure which will be used to code the sample.

Chapter 5 sums up the results and findings of the study. The results obtained from coding the strategy will be stated in tables and these results will be used to answer

the research question, does *the reform strategy converge with the principles of New Public Management?*

Implication

This study will only analyze the presence of NPM principles in the mind and on the agenda of the Lebanese reformers; the application of these reforms is a different issue that will not be studied here.

Lebanon can be described as an overburdened state that has an inadequate organization and structure, weak policy making, inadequate civil service, poor governance, lack of accountability, and absence of client orientation and responsiveness (OMSAR 2001). The vicious circle of poor performance and limited accountability calls for urgent formulation of a framework within which administrative reforms should be conceived and implemented. The creation of an office for reform, though not powerful and legal like a ministry, is a good step that shows an understanding of how urgent administrative reform is; however, OMSAR seemed incapable of translating the large number of studies into concrete projects and consequently complained of a “lack of a clear political decision supporting the administrative reform program” (OMSAR 1998).

At the end, it does not really matter if an NPM paradigm or another paradigm inspires the Lebanese reform, in the Lebanese case, as the next chapter will demonstrate, any reform will be good.

Chapter 2

The Lebanese Public Administration: Its Pathologies, Reform Plan, & Success Recipe

Lebanon's bureaucracy has been shaped by the region's long history of Ottoman and French domination. It is highly centralized and functionally specialized with written rules governing work situations and employee conduct spelled out in elaborate and exhaustive details. Control agencies are charged with the mission of insuring proper adherence to operating procedures and guaranteeing the integrity of the merit system. Lebanese bureaucracy is built on the principle of sectarianism which was rooted, since independence, in the National Pact¹.

The Lebanese bureaucracy is also characterized by two common practices of great political importance: the granting of favorable treatment by bureaucrats on the basis of political loyalty, family influence, class, or sect; and the charging of a cash gratuity by officials for government services. Most Lebanese view these practices as corrupt and undesirable, yet despite the pre-war reform efforts of over three decades and the ongoing attempts to reform, these practices have persisted (Kisirwani, 1992, p. 32). Sectarianism, subservience to political influence, and corruption undermined the

¹ The National Pact is an unwritten but important part of the Lebanese political system. Negotiated in 1943, at the time of independence, the National Pact allocated political representation among Lebanon's different ethnic and religious groups on the basis of representation in the population.

effective and efficient performance of the daily routine work of the bureaucracy, for as long as Lebanon existed.

The first part of this chapter starts by quickly exploring the condition of the Lebanese public administration at the end of the civil war. Lebanon is a consociational democracy; consequently any reform plan needs the approval of all political and religious groups within the country. Administrative reform was considered a top priority because the revival of the public administration was expected to restore political unity and stability. OMSAR was created and entrusted with this mission.

The reform strategy produced by OMSAR is laced with words like “empowerment”, “business re-engineering process”, “total quality management”, “benchmarking”, “learning organization” which shows that it was designed according to the New Public Management school of thought.

The second part of this chapter identifies the main pathologies of the Lebanese public administration and classifies them in seven main domains. The third part proposes six recommendations that are expected to increase the chances of success of any Lebanese reform plan.

1. Lebanese Public Administration: Severely impaired but by no means destroyed

Civil war severely impaired the ability of the Lebanese bureaucracy to function, but by no means destroyed it (Kisirwani, 1992, p. 29-42). During the war, the

foundations of the bureaucracy were destroyed, and its machinery was dismantled; however, its total destruction did not appear to have been a major goal of any of the fighting parties. The bureaucracy was permitted to operate, in a limited way, in areas under the armed control of the different factions. Among the most serious effects of the war was the fact that confrontation between bureaucrats on one hand, political groups and their armed wings on the other hand was avoided, the result was bureaucratic paralysis. The prolonged period of violence and destruction had inflicted devastating damage on all sectors of the Lebanese state and society including the public administration; however, despite the everlasting scars on the Lebanese bureaucracy, it has survived.

After more than 15 years of civil war, Lebanon began its slow march towards peace. The after-war Lebanese public administration was suffering from serious problems that are still felt at the present, though in various degrees of intensity. The main problems of public administration were the paralysis of the central control agencies, institutionalization of bribery, understaffing in the top administrative positions, overstaffing in lower positions, the collapse of hierarchical authority, and loss of bureaucratic credibility (Kisirwani, 1992).

a. **The Consociational Democracy**

Sponsored by Saudi Arabia and Syria with the backing of the USA, the Taif Agreement readjusted the confessional distribution by giving more power to the Muslim communities and institutionalized a balanced power-sharing formula. This agreement is

an updated version of the national pact. According to Taif, national consensus is the main condition and means to protect peace in Lebanon and ensure stability, but now consensus became the end itself and a rule to be applied in every aspect of the Lebanese state and public institutions; consequently, any reform attempt is the subject of intense consultation, compromise and bargain between different actors. This redistribution of power did not change the political system's essential democratic nature. It transformed Lebanon into a consociational democracy where decision-making takes place through consultation and agreement of all political and religious groups within the country (El Zein & Sims, 2004).

The revival of the public administration was not only necessary for restoring the basic role and services of the state, but more importantly for restoring public confidence in government and promoting greater political unity and stability in the country. All of these considerations in addition to the fact that the aftermath of any major crisis provides a good opportunity for introducing basic changes and improvements, which could not otherwise be possible, combined to make administrative reform a top priority.

b. Administrative Reform, A Top Priority

Prior to the civil war, the Lebanese public administration was already facing a number of important problems which were aggravated over the years as a result of the failure of the government to deal with them. Actually, President Chehab reform movement of 1959 may be the only serious attempt to reform the Lebanese administration. Chehab believed that with the implementation of adequate

administrative reforms and long-term nation-wide development projects, the State would be strengthened and would thus provide the best guarantee for a better and more stable future for the Nation (Al Jisr, 1998).

“The entrenched corruption in Lebanese politics and public institutions has been identified as one of the main causes of stunted development and limited growth. The sectarian mentality and the factionalized government have allowed more opportunities for corruption to be institutionalized in the functioning of Lebanese society and politics². This phenomenon is believed to be driving away investors, hampering the development of a Lebanese identity, and preventing Lebanon from making use of its abundant skills and human capital” (Gebara, 2007, p. 6).

Lebanon has to free the bureaucracy of these pathologies or at least curb them. Before Taif, the president had the power to design and start implementing a reform plan; However, after Taif, consociational democracy made not only reforming administration a challenge but designing and approving a reform plan the closest to impossible. Administrative reform has been on the agenda of every cabinet, governments have resorted to it with varied motivations, one of which has been to obtain credibility. The public has always aspired to a reformed administration that provides services efficiently and effectively and ensures equitable treatment. Both governments and the public in Lebanon have lost their bids so far.

² The corruption in Lebanese Public administration, according to Theodor Hanf, is “like putting oil into machinery, it makes it run more smoothly (Conversation with Hanf, Beirut: September 2005).

c. **The Office of Minister of State for Administrative Reform (OMSAR)**

The post-war reform experience witnessed the birth of a new reform actor. In 1993, the Hariri cabinet created The Office of Minister of State for Administrative Reform (OMSAR) to coordinate administrative reform efforts in different ministries and the technical assistance efforts provided by international donors. OMSAR had to coordinate between international donors and the Lebanese government regarding administrative reform. Although donors had different motivations, ranging from World Bank's protection of reconstruction achievements, to the human development agenda of the UNDP, to the democracy objective of the USAID, OMSAR succeeded in designing an administrative reform plan that had two main paths. The first path focused on rehabilitation and the use of IT within public sector and the second focused on institutional development thus stressing issues such as salary scales, job description and position qualification, administrative structures, performance evaluation and procedure simplification. (El Zein, 2009)

According to OMSAR, the Lebanese public administration showed many dysfunction symptoms and pathologies, the most important of which an outdated organizational structure, obsolete work-procedures that dates back to the 1950s, an aging civil service, disequilibrium in staff distribution, lack of ICT infrastructure and systems...Consequently, OMSAR produced in 1996 what is called "comprehensive strategy for administrative reform". This strategy never reached the council of ministers and it remained an internal OMSAR document. At the end of 1998, OMSAR was complaining of a "lack of a clear political decision supporting the administrative reform

program” (OMSAR, 1998, p. 13). OMSAR seemed incapable of translating the large number of studies into concrete projects.

Following parliamentary elections in 2000, OMSAR reshuffled the 1996 strategy and presented it under the “Strategy for the Reform and Development of the Public Administration in Lebanon” and in late 2001, it won the Council of Ministers’ approval.

The Minister of State for Administrative Reform, Fouad El Saad, explained that the intention of the 2001 strategy is to emphasize the urgency of reform, clarify and discuss the difficult alternatives to be taken with respect to administrative reform, and present suggestions for action in the short and medium term.

OMSAR’s strategy identified the core problems which continue to plague the Lebanese public administration: “An overburdened state that has an inadequate organization and structure, weak policy making, inadequate civil service, poor governance, lack of accountability, and absence of client orientation and responsiveness”. The usage of concepts such as overburdened state, client-orientation, responsiveness, governance... shows that OMSAR is highly influenced by the NPM paradigm, and is expected to design a reform plan according to the NPM school of thought.

The reform strategy is laced with words like “empowerment”, “business re-engineering process”, “total quality management”, “learning organization”... NPM principles inspired the reform framework designed by OMSAR, which believed that introducing concepts of legality, good governance, civil society, accountability,

responsiveness, result and performance-orientation, balanced relationship with the private sector, and capacity to learn and renovate... to the Lebanese administration can break the vicious circle of poor performance and limited accountability.

The Minister of State for Administrative Reform Mohammad Fneish introduced in 2011 introduced “Strategy for the Reform and Development of Public Administration in Lebanon”. He explained that it was equally necessary and beneficial to review the Strategy of September 2001 and evaluate, update and redraft it.

In its new form, the strategy for reform and development is characterized by allocating a sufficient space for public administration support and development programs, through presenting these programs scientifically in a way that each program includes its supporting projects along with a detailed interpretation of its justifications and goals, the leading body in charge, participating agencies, main outputs and outcomes, performance measurement standards and conditions of success.

Notwithstanding the effect of the severe wars on the public administration, it is noted that the administrative organization of the public administration in its current situation is no longer compatible to the role and functions assigned to it and unable of deploying efforts in the domain of reconstruction, reinforcing the economy and providing the basic services to citizens. Hence, the public administration in its current situation needs a comprehensive reformative plan to become an effective tool used to implement the State’s policies and provide services to citizens. (OMSAR 2011, p. 16)

Therefore, based on the abovementioned reasons, reforming the Lebanese administration has become *a necessity and not an option*, which requires setting a strategic plan for the reform and development of the public administration in order to contribute to socio-economic growth and make a step forward towards establishing a modern State.

OMASR has to conduct researches and studies to develop all domains of the public administration, especially legal and regulatory texts relevant to administrative reform, coordinate with monitoring bodies, manage and implement cooperation programs with donors as well as local, regional and international organizations, and participate in the primary and final handing over of accomplished projects. OMSAR has to prepare draft laws and organizational texts relevant to administrative and organizational issues as well as human resources, in addition to issues related to fighting corruption, illegitimate wealth, conflict of interests, the citizen's right to information and other projects.

2. The Pathologies of the Lebanese Public Administration

OMSAR conducted several studies and researches in addition to workshops and seminars on the main administrative topics. Senior leaders and experts participated in these activities which enabled OMSAR to scientifically identify the main problems and obstacles hindering the work of the public administration.

The main problems faced by the public administration in Lebanon can be classified in seven domains which constitute the core of the administration and its

activities: policy making and planning, organization and establishing organizational structures, implementation and its elements especially human resources management, monitoring and evaluation, IT and electronic procedures, provision of adequate administrative premises and finally the availability of sufficient support for reform and development (OMSAR 2011, p.7).

a. Policy Making and Planning

Lebanese Public administration, in general, lacks long and medium term strategic plans based on a clear vision and an objective study of the socio-economic repercussions and costs. The lack of support at decision making centers, the absence of specialized personnel, the deficiency of accurate statistics, in addition to obstacles related to computerization, the lack of objective analytic studies... undermined the efficiency of planning and policy making in most Lebanese public administrations.

b. Organization and Establishing Organizational Structures

The general organizational structures of the public administration and public institutions are not updated in compliance with their new duties and responsibilities to fit the role of a State in the twenty first century (the century of technology, speed, choice, telecommunication...).

A number of obstacles negatively affect the organizational structure of the public administration. First, excessive administrative centralization puts on the central administration a heavy burden of duties, responsibilities, and procedures which regional

units and municipalities can handle on the local level. Second, there is a conflict of prerogatives between some public administrations and public institutions whose establishment and roles were subject to political considerations without any objective justifications. Third, responsibilities at work are not linked to the competent authority to make decisions; instead almost the complete authority is given to the Minister or General Manager. Fourth, the deficiency of staff, the unavailability of specialized human resources, and tight finances negatively affect performance and efficiency of the administration...

c. Implementation Components: Communication and Human Resource Management

i. Provision of Services and Communication

Provision of goods and services at public administrations is facing a number of problems such as: unclear and vague methods in handling procedures, low productivity levels, weak coordination and follow up mechanisms, bribery, subjectiveness of personnel... these problems delay and complicate administrative work and destabilize the trust between citizens and public administrators.

The establishment of one-stop-shops and offices that provide citizens with clarifications and accurate information about governmental procedures, the effective promotion and explanation of governmental policies and programs, and a participatory and interactive relation with civil society organizations can increase the public's trust in the government.

ii. Human Resources

The adoption of conventional management methods to handle employees' daily issues, the absence of a modern organizational system to manage human resources, and the lack of a scientific study and planning for the labor force, that could identify the real needs of public administrations for human resources from different domains, highlight many problems in the area of human resource management. Despite all previous attempts to increase efficiency and effectiveness of civil servants, no serious attempt was undertaken to clarify policies related to employees' rights and obligations, modernize job description and classification, correct the system of ranks and salaries, or provide adequate training to build the capacities of human resources; Moreover, the severe deficit in highly qualified and trained human resources, and the high percentage of vacancies, especially at senior positions, negatively affected leadership, guidance, and accountability.

Political and confessional interferences in recruitment and promotion plague Lebanese public administrations; therefore, the outdated employment and performance evaluation system could not be reformed, and civil servants continue to be loyal to leaders and officials who support them more than it is to the public interest, thus aggravating nepotism. Salaries are not compatible with duties and responsibilities of employees in general, especially in senior positions, thus the public administration cannot rally highly qualified people.

d. Monitoring and Evaluation

Despite the presence of several monitoring bodies, nepotism, corruption, and irrational spending of public finances are still present. An effective complaints system might help handling citizens' complaints and solving the problems they face to get their rights. Strengthening the monitoring bodies and control agencies is also essential.

e. Information Technology and Electronic Procedures

IT units are created in a number of monitoring bodies and public administrations; however, the absence of legislative frameworks and applied texts relevant to IT, and the need for competent and qualified personnel, in addition to IT hardware and software, maintenance, and rehabilitation should be tackled more seriously.

f. Adequate Administrative Premises

Administrative premises are mostly rented residential premises that do not comply with the characteristics of work premises. They often have unnecessary spaces such as balconies, kitchen and narrow corridors; they are not equipped with spaces for the archives and lack safety measures against fire and humidity, IT built-in installations and apparatus, adequate conference rooms, parking lots for employees and citizens, enough space to be used as offices to accommodate citizens or as one-stop-shops... The cost of rent for rented buildings for all public administrations in 2009 according to the study of the Ministry of Finance on 10/8/2010 reached 90,009,576,000 LBP.

Solving the problem of governmental buildings requires a long term plan that could benefit from real estate owned by the Lebanese State to construct ideal governmental buildings complying with modern administrative requirements to meet the current and future needs of the administration, according to unified architectural, technical and environmental standards which match the size, nature, activity, role and the number of employees of each administration.

g. Insufficient Support to Reform and Development

Public reform and development projects face radical obstacles. The lack of serious and strong political commitment to administrative reform and the continuous confessional influence and political interference in development projects result in refusal or delay in passing development projects. Political will and agreement among different parties in addition to a comprehensive plan for organizational transformation can achieve the needed change and establish a supportive environment for reform and development.

3. Special Recipe for the Success of Reform Plan in Lebanon

Regardless of the framework or the school that inspire the strategy for reform, there are a number of recommendations that increase the chances of success of any reform plan. The participation of experts and civil society in the formulation of the reform plan, the support of political and bureaucratic players, the establishment of a legalized central reform unit to design the plan and local units to implement it, and the adoption of an

incremental approach to the reform strategy are expected to yield positive and impressive developmental results (El Zein and Sims, 2004).

a. The Reform Plan Is Not an Apolitical Technocratic Exercise

Administrative reform is a political activity because it attempts to change the power structure in any society. Conflicts, bargaining, and compromises take place when planning and implementing a reform program. In a governmental system like that of Lebanon, decisions ranging from building a public school, deciding on the location of a public hospital, promoting or punishing a civil servant, to subsidizing fuel... are political decisions.

Since reform alters power structure in the system then it is strictly political; consequently, politicians are expected to be involved in administrative details. Reformers, while designing their strategic plans, need to take political reality into consideration. Worldwide, and especially in Lebanon, politics cannot be excised from administration. If reformers neglect the political nature of administrative developmental objectives they will be coming up with mostly unachievable targets on the tactical level. For example, a performance evaluation system that does not take into consideration sectarian distribution and political loyalties will be hammered. Administrative practices have to adjust to political reality.

b. The Role of Bureaucrats

Politicians need to implement quick fixes that can impress voters. They design revolutionary changes that agonize the status quo protectors, that is, the Bureaucrats. Bureaucrats work according to laws, procedures, and routines that have the tendency to persist unless altered, and therefore they tend to resist innovative and quick change and struggle to defend the way things have always been done. Bureaucrats are the reservoir of knowledge and wisdom; they have technical superiority, information, power of decision, political support, and stability of position.

Managerial practices that radically challenge the status quo will be doomed. Politicians and management consultants are not the only actors involved in deciding objective and outcomes of reform. Bureaucrats are the main intended beneficiary and potential opponent of any reform process. To decrease bureaucratic resistance and widen commitment to the reform plan, civil servants should be brought into the decision-making circle.

c. Participation of Beneficiaries

Most of OMSAR's employees were not part of the civil service; they had the knowledge and expertise but were not accustomed to the Lebanese administration's modus operandi and lacked the official status to address civil servants. OMSAR's consultants stressed the content of the change rather than the procedures whereas civil

servants were steeped in the legal and procedural aspects of the public administration (El Zein and Sims, 2004).

The tough relationship between OMSAR and other beneficiaries resulted in policy formulation and implementation in isolation of the beneficiaries which contributed to administrative resistance to change. Technical experts provided by foreign donors might best play a supporting role in policy formulation. Setting plans and building institutions must be left to indigenous experts and political leadership. Civil society should also be involved to represent the public.

d. Strong and Legal Status of the Reform Unit

OMSAR was not created as a ministry in order to avoid red tape, and to be flexible; however, this lack of legal status produced confusion when dealing with ministries and control agencies. Therefore OMSAR's role was reduced only to a consultative role and it had no power to impose change. The reform unit has to have a strong legal status that gives it power and decency among ministries, control agencies, and administrative units.

A decentralized reform unit in every ministry, aided by a central body to administer the aid, might be a better option. A coordinating body could set the overall framework for reform and decentralized units might be the best actors to design the nature, scope and pace of reform, within the guidelines set by central unit.

e. Incremental Change

Introducing change should be gradual and slow and should take into consideration the recipients' capacity to absorb and build on change before introducing further changes and innovations.

Reform is not a linear process; it is an evolving phenomenon whose goals and approaches may change when needed. An incremental approach to reform is expected to be more productive than a comprehensive plan. Each phase of change should have specific and measurable goals and a new phase will be introduced only when the initial goals are met. An incremental approach would give administrative agencies the chance to absorb change and give useful feedback that should be used to alter, slow, or speed the approach if needed.

f. Set the Priorities

Taking into consideration the capacity of the public administration, the fact that not all strategies are equally urgent, and the Lebanese political system that needs consensus on every issue, the government has to set priorities among and within the various key strategies of the reform plan. Moreover, massive and abrupt change has a much higher chance of failure than gradual and incremental approaches based on a realistic and consistent choice of priorities. The limitations of financial resources in Lebanon, number of qualified personnel, vocal constituencies for reform, and the likely

resistance against reform from within the public administration, dictate a phased approach to administrative reform starting with the programs considered as priority.

Any reform plan, even if it is excellently designed and fully financed, remains words on paper if it lacks political support. One-stop shops can be created, complaint system can be put into place, IT system can be designed, salaries can be adjusted, legal texts can be updated... but if the political will is not strong enough to truly condemn corruption, nepotism, and all other pathologies that plague the administration, regardless of the sectarian distribution and election, then no reform could be expected to succeed.

The next chapter elaborates on the origin, principles and doctrines, categories & concepts, and critiques of NPM. OMSAR's 2011 reform strategy will be coded according to the concepts defined in the next chapter and the eight steps of content analysis which will be explained in the chapter 4. This content analysis will demonstrate whether the reform strategy converges with the principles of NPM, but it cannot tell whether the principles promoted in the reform plan were applied.

Chapter 3

New Public Management:

Its Rise, Origins, Doctrines, & Critiques

The NPM movement began in the late 1970s and early 1980s. The changed role of the state, the growing demands for good governance practices, and the financial pressures suffered at that time, urged most western countries to focus on making the public sector more competitive and public administrators more responsive to citizens by offering value for money, flexibility of choice, and transparency. NPM's first practitioners emerged in the United Kingdom under Prime Minister Margaret Thatcher and in the municipal governments in the U.S. (e.g., Sunnyvale, California) that had suffered most heavily from economic recession and tax revolts. Next, the governments of New Zealand and Australia joined the movement.

New Public Management has variously been defined as a vision, an ideology, or a bundle of particular management approaches and techniques borrowed from the private sector (Pollitt, 1994). NPM is thus seen as a body of managerial thought based on ideas generated in the private sector and imported into the public sector (Hood, 1991, 1995). NPM reforms stem from neoliberal ideology, which prioritize market over the state and establishes a goal to run government as a business. Only later did academics identify the common characteristics of these reforms and organize them under the label of New Public Management.

The first part of this chapter explains the forces and mega-trends behind the rise of NPM and then analyses the differences and relationship between NPM and traditional public administration. The second part tries to identify the origin of NPM and connects it to new institutional economics, public choice theory, principal-agent theory, and managerialism as Christopher Hood had analyzed. The third part elaborates on the seven doctrines of NPM and the fourth part groups the doctrines in three main categories, which will be used to conduct the content analysis. Finally, the fifth part explores the critiques of NPM.

1. Traditional Public Administration Versus New Public Management

NPM reforms shift the emphasis from traditional public administration to public management. The inadequacies of the traditional model of public administration are the determinants for the rise of the new public management.

a. The Rise of New Public Management

Traditional public administrations all over the world failed to recognize and act on several changes in some vital environmental forces. Accordingly, NPM emerged in response to these forces which governments everywhere were facing (Sarker and Pathak, 2000, p.57).

First, large and expensive public sectors put pressures to cut programs and increase efficiency. Second, there have been massive technological innovations over the years, particularly, the development of information technology. Third, the globalization

of economy with increasing competition has become order of the day. Fourth, it has become inevitable to liberalize the economic sector. Mismanagement, corruption, inefficiency in resource management, bureaucratic bungling has become a heavy burden on the economic sector. More importantly, economic recession and competition simply demand increasing efficiency. Fifth, in the competitive world, the people are demanding quality goods and services. They are now keen to compare services of all organizations.

b. Mega-trends that Gave Rise to NPM

To Hood (1991), the rise of NPM seems to be linked to four other administrative mega trends. Hood explains these trends as the follows:

1. An attempts to slow or reverse government growth regarding spending and staffing;
2. A shift toward privatization and away from core government institutions;
3. The development of automation in the production and distribution of public services;
4. And the development of a more international agenda and intergovernmental cooperation (Hood, 1991).

Moreover, according to Hood (1991), NPM has two primary dimensions. First, portability and diffusion are identified as providing for the ability of NPM to solve many different management problems in varied contexts. Political neutrality is the second dimension of NPM. The claim of NPM is to be apolitical with the pursuit of many differing values being possible within the movement's framework because the

management systems can adjust to accommodate various political priorities and circumstances (Hood, 1991).

c. **Difference and Relationship**

The paradigm shift from traditional public administration to NPM involves a move in the basic x and y co-ordinates of public sector organizations. The **X** being the degree to which public sector is insulated from private sector in matters of personnel, structure, and business methods; and the **Y** being the density of rules limiting freedom of public officials in matters of budget, contracts, and staff. Public sector is becoming less distinctive from the private sector and the degree of discretionary power (particularly over staff, contracts and money) enjoyed by public managers is increased, as the procedural rules from the center are relaxed.

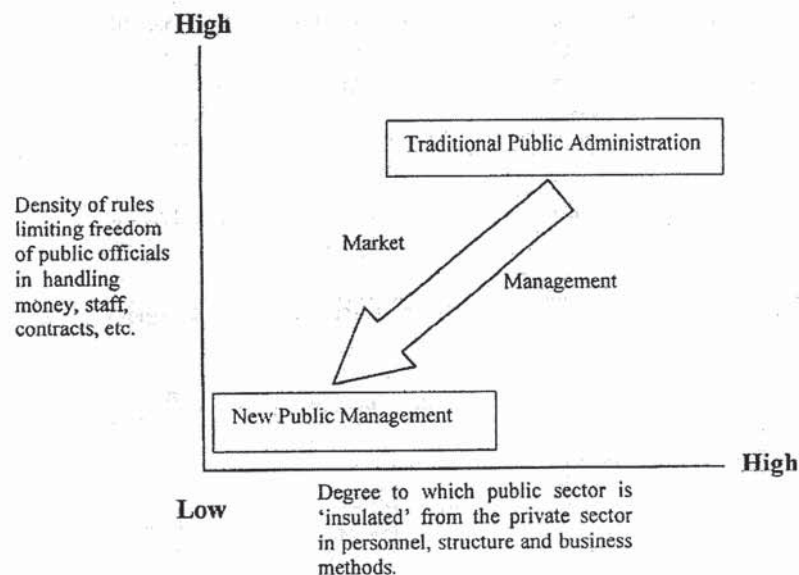


Figure 1- From Public Administration to New Public Management

(Dunleavy and Hood, 1994, p. 10)

Government reworks budgets to be transparent in accounting terms, with costs attributed to outputs not inputs, and outputs measured by quantitative indicators. Government also uses contracts; opens up to competition between agencies or between public agencies, firms and not-for-profit bodies; and adopt a minimum-feasible sized agency (Dunleavy and Hood, 1994, p. 9).

| Sl. No. | Elements | New Public Management | Traditional Public Administration |
|---------|---------------------------------|--|--|
| 1 | Government organization | Break-up of traditional structures into quasi-autonomous units | Services provided on a uniform basis operating as a single aggregated unit |
| 2 | Control of public organizations | Hands-on professional management with clear statement of goals and performance measurement | Control from the head quarters through the hierarchy of unbroken supervision and checks and balances |
| 3 | Control of output measures | Stress results and output control rather than procedures | Control on inputs and procedures |
| 4 | Management practices | Using private sector management style | Standard established procedures throughout the service |
| 5 | Discipline in resources use | Check resources demand and 'do more with less' | Due process and political entitlements |

Figure 2- Public Administration vs. New Public Administration

(Araujo, 2001)

NPM's rise also sparked off debate as to how the movement should be interpreted and explained. Where did its design come from? Did its novelty lie mainly in its presentation or in content? Why did it find favor? To answer these questions, Christopher Hood analyzed the origins of NPM.

2. NPM's Origins: Marriage of Two Different Streams of Ideas

According to Hood (1991, p. 5), one way of interpreting NPM's origins is as a marriage of two different streams of ideas. One partner is the '*new institutional economics*'. It is built on the public choice theory, transactions cost theory, and principal-agent theory. The other partner in the 'marriage' is the latest of a set of successive waves of business-type '*managerialism*' in the public sector. This helped to generate a set of administrative reform doctrines built on the ideas of user choice, transparency and close concentration on incentive structures (Hood, 1991).

NPM is grounded in rational choice and public choice and contains elements of total quality management. It seeks to offer more efficient mechanism for delivering goods and services and for raising governmental performance levels (Kelly, 1998, p. 201).

a. New Institutional Economics

Institutional economics is based on the assumption that human beings are rational utility maximizers. In the market model, utility maximization centers on the reduction of transaction costs. Kelly (1998) states that one of the fundamental premises of NPM is that administrators will act rationally to maximize their choices and opportunities to succeed.

Public choice theory is central to NPM model. Public choice theory developed from the study of taxation and public spending, it is the scientific analysis of both the

government behavior and the behavior of individuals with respect to the government. It rejects the assumption that government effectively corrects market failures and proposes that if the public sector, specifically public employees, monopolizes service delivery; the outcome is an inefficient and ineffective government.

According to this theory, governments are inherently monopolistic, voters are guided by economic self-interest, interest groups are rent seeking, politicians are entrepreneurs interested in power and perks, and bureaucrats believe in budget maximization and bureau expansion. Thus politicians and bureaucrats use their regulatory and distributive powers to offer privileges and services to voters and interest groups in exchange for votes and support. According to public choice theory, exposing government to pressures from the market will lead to improved performance.

Principal-agent theory stresses the self-interest of all stakeholders including principal (citizens) and agents (politicians and bureaucrats) in both public and private sector. From these axioms it was argued that governmental reforms are needed in order to use market principles and to outsource public goods and services. Principal-agent theory concerns the issue of how to get the public servant (the agent) to act in the best interests of the citizenry, represented by the elected officials (the principal), keeping in mind the fact that the agent has more informational expertise than the principal, as well as different interests from the principal.

b. Managerialism

Managerialism helped generate a set of administrative reform doctrines based on the ideas of 'professional management' expertise. Management is based on scientific knowledge about how to deal with problems in the most rational and efficient way. The central doctrines of managerialism include private sector management techniques, hands-on professional management, and performance measurement (Lynn, 1996). A high level of discretion is seen as key to success in order for managers to have the freedom to function in the pursuit of measured organizational outputs (Hood, 1991).

According to the NPM ideology, management is different from politics, which is the realm of conflict and disorder, and politicians are amateurs in administration. Politicians have legitimate role as responsible for the overall goals of public sector organizations, but the implementation and the running of public administration should be more exclusively left to professional managers.

Hood also explains that whether the partners in this union were fully compatible remains to be seen. The two can conflict, and the relative dominance of the two partners varies in different countries.

For example, in the unique circumstances of New Zealand, the synthesis of public choice, transactions cost theory and principal-agent theory was predominant, producing an analytically driven NPM movement of unusual coherence. But in the UK and Australia business-type managerialism was much more salient, producing a more pragmatic and less intellectually elegant strain of NPM or 'neo-Taylorism' (Pollitt, 1990). Potential

frictions between these partners were not resolved by any single coherent or definitive exposition of the joint philosophy.

3. The Doctrines of NPM

NPM represents "an approach in public administration that employs knowledge and experiences acquired in business management and other disciplines to improve efficiency, effectiveness, and general performance of public services in modern bureaucracies" (Vigoda, 2003, p. 813).

Osborne and Gaebler (1993, p. 22) called for a cultural shift away from bureaucratic government towards an entrepreneurial government as it is both competitive and customer driven. NPM calls for on a business-like culture in public organizations.

NPM is to a large extent based on the assumption that public sector organizations need to learn from private sector and private companies. Private sector is considered to be more efficient, and by imitating private sector, public administration may become more efficient in its allocation and use of resources. (This is considered possible in so far as the difference between the private and public sphere is not seen as an obstacle).

The two key concepts of NPM are market and management. Competition compels private companies to continuously search for better products and services because if they do not improve, other companies will take over. According to the

NPM doctrines, public sector organizations are in a monopoly situation and hence do not have similar drive for continuous improvements. Since there is no competitive pressure for cost effectiveness and productivity improvements, the allocation of resources in public administration will be sub-optimal. To remedy this situation, NPM proposes to expose public sector organizations to competition. Governments, which are far from being simple businesses, have been encouraged to manage and run themselves like businesses.

Most of the studies on NPM had mentioned five core principles that rely heavily on business and entrepreneurial cultural in public organizations and aim at minimizing the size and scope of governmental activities:

- (1) Downsizing: reducing the size and scope of government;*
- (2) Managerialism: using business protocols in government;*
- (3) Decentralization: moving decision making closer to the service recipients;*
- (4) Debureaucratization: restructuring government to emphasize results rather than processes;*
- (5) Privatization: directing the allocation of governmental goods and services to outside firms. (Hughes, 2003)*

NPM is an umbrella term which encompasses a wide range of meanings (Metcalfe, 1998, p.1). There has been a debate over the precise nature of NPM, different commentators and advocates have stressed different aspects of the doctrine. According to Hood (1991, p. 4-5; 1995b, p. 96), the guiding principles that have been agreed upon among scholars, and that appear in most discussions, can be summarized in the following seven doctrines:

| Doctrine | Applicability | Justification |
|---|--|--|
| Hands-on professional management of public organizations | <ul style="list-style-type: none"> • Visible managers at the top of the organization, • Free to manage by discretionary power. | This is expected to contribute to sufficient accountable administration. Accountability requires clear assignment of responsibility. |
| Explicit standards and measures of performance | <ul style="list-style-type: none"> • Goals are well defined, • Measurable performance targets set as indicators of success. | Enhance efficiency and ensure accountability. |
| Greater emphasis on output controls | Resource allocation and rewards are linked to performance. | Need to stress results rather than procedures. |
| Shift to disaggregation of units in public sector | Breaking up large corporatized units around products, funded separately and dealing with one another on an arms-length basis. | Make units manageable, use contracts and franchises. |
| Shift to a greater competition in public sector | Move to term contracts and public tendering. Introducing market disciplines in public sector. | Rivalry and competition are always the key to lower costs and better standards. |
| Stress on private-sector styles on management practice | Move away from traditional public service ethics: more flexible pay, rewards, firing ... | Apply proven private sector management tools in the public sector. |
| Stress on greater discipline and parsimony(economy) in public sector resource | Cutting direct costs, raising labor discipline, resisting union demands and limiting compliance costs to business. | Do more with less. |

Table 1 - Doctrines of New Public Management

(Hood, 1994)

a. Hands-On Professional Management

Administrators who are responsible for public service delivery should be proactive managers rather than reactive employees (Falconer, 1997). Unlike the traditional public administrator, who operated in accordance with established rules and regulations, and who implemented the policies of government with little or no discretion and with no direct responsibility, the public manager is a much more active individual, with decision making authority over, and responsibility for, the public service he or she delivers.

Under NPM, management lies at the core of public sector activity, and professional managers are viewed as the key to improved public sector performance and therefore are expected to enjoy discretion in decision making within their particular area of responsibility.

b. Explicit Standards and Measures of Performance

Under NPM, public sector organizations must pay closer attention to what it is they are doing (i.e. objectives) because they are subjected to rigorous 'measures of performance'. First, subjecting public managers to performance evaluation introduces disciplinary mechanisms which compel public sector bodies to focus on their specific responsibilities and carry out their tasks efficiently. Second, subjecting public sector to performance measurement enables public sector bodies to be held accountable for their activities; therefore they will be seriously committed to an ethos of continuous improvement in levels and standards of service delivery.

c. Greater Emphasis on Output Controls

Along with performance measurement comes the need for a 'focus on results rather than processes'. Traditional public administrations failed to concern themselves with their outputs (i.e. the quality of services) rather the focus was mainly on inputs and resources. Under NPM, the proactive public manager tries to achieve better results with the resources available.

d. Shift to Disaggregation of Units in Public Sector

The new public management calls for decentralization in public sector organization. NPM embodies a strong criticism of the bureaucratic form of organization, and therefore it advocates the disaggregation of bureaucratic units in order to form a more efficient and accountable public service. Smaller units are able to establish objectives and work toward achieving them more quickly, efficiently, and directly, they are also more accountable because the new public management replaces the 'faceless bureaucrat' with visible, responsible managers who are directly accountable to the results they achieve.

e. Shift to Greater Competition in Public Sector

The market, not the government, is the best allocator of resources and individuals are the best judges of their own welfare. As such, market disciplines bring 'greater competition in public service provision'. The threat of competition and rivalry between providers fosters efficiency in service provision and choice for

the customer. This has important implications for both public service providers and users. On the provider side, public service delivery agencies, through market forces, will supposedly be compelled to improve the quality and lower the cost of the service. On the customer side, the member of the public is supposedly transformed into a consumer with rights.

f. Stress on Private-Sector Styles on Management Practice

According to NPM school of thought, the efficiency of public service provision is enhanced when a public sector agency conducts its affairs in accordance with business principles. The public sector should seek, as far as possible, to behave in a more business-like manner. It should adopt reward structures for the employees, performance-related pay, flexible working practices...

g. Stress on Greater Discipline and Parsimony (economy) in Public Sector Resource

NPM requires that public service agencies pay much greater attention to the way in which they use the financial and human resources at their disposal. The emphasis is very much on cutting the cost of public service provision, while, at the same time, increasing its quality (i.e. doing more with less).

These doctrines can be further grouped into three overall categories.

4. The Three NPM Categories: Identifying The Concepts to be Codified

Content analysis is "a technique for making inferences by objectively and systematically identifying specified characteristics of messages" (Holsti, 1969)

The text of OMSAR's reform strategies will be examined using conceptual content analysis. This *systematic, unobtrusive* and *replicable* technique focuses on quantifying the presence and the occurrence of pre-selected concepts within the text of the strategy; and thus will help make inferences about OMSAR's reform strategies. The NPM doctrines will be grouped into three overall categories. *A Priori Coding*³ will be used to code for each category.

The three NPM categories are:

1. The Use of Market-type Mechanisms,
2. Managerial Improvement and Organizational Restructuring,
3. Focus on Performance.

Each of the categories will be then represented by concepts: a word or a phrase that represents the category.

³ Two approaches to coding data; Emergent coding: categories are established following some preliminary examination of the data, and a priori coding: categories are established prior to the analysis.

a. **The Use of Market-type Mechanisms**

Because public sector organizations are in a monopoly situation, the public sector is not exposed to competition, and therefore do not have a drive for continuous improvements. Competition compels private companies to continuously search for better products and services because if they do not improve, other companies will take over. Since there is no competitive pressure for cost effectiveness and productivity improvements, the allocation of resources in public administration is sub-optimal. Lan and Rosenbloom (1992) observed that public administrations can achieve their historic quest for both efficiency and responsiveness to the public through competitive market-like practices; thus, NPM proposes to expose public sector organizations to competition. NPM is to a large extent based on the idea that if the public sector imitates the private sector by creating competition, then the public administrations may become more efficient in their allocation and use of resources.

Competition means that various public and private firms were competing to procure the rights to deliver a public service. It also means that departments within a government have to compete for limited public resources, that communities have to compete with each other to offer fresh and original ideas, and employees have to compete with each other in the delivery of the services for which they are responsible.

A group of concepts related to The Use of Market-type Mechanisms was identified and will be used to code the reform strategy.

| Concepts related to Market type - mechanism (M) are: | |
|---|--|
| 1 | Privatization - Franchise - Competition |
| 2 | Rationalization |
| 3 | Outsourcing |
| 4 | One-stop shops |
| 5 | Contract - Public Tendering |
| 6 | Budget cuts -Cutting cost- Limited resources -Spending constraints |
| 7 | Cost-effective |
| 8 | Customers - Customer-driven - Choice |
| 9 | Use of private sector techniques |
| 10 | Level of Service |

b. Managerial Improvement and Organizational Restructuring

The assumption behind NPM is that management is the professional way of dealing with problems of organization and the optimal allocation of resources. Management is based on scientific knowledge, it is different from politics. According to the NPM ideology, politicians are amateurs in managing the administration; public institutions need more professional management. Politicians have legitimate role as responsible for the overall goals of public sector organizations, but the implementation should be more exclusively left to professional managers (Pollitt, 1990).

Pollitt (1998, p. 57) sees NPM as example of 'managerialism'. He considers that existing public sector organizations are outmoded and in need of reform, a body of proven management ideas and techniques is available to guide the reform process, efficiency and flexibility will flow from the application of such techniques, and it is

progressive to define the citizens who interact with public sector organizations as consumers and customers (Pollitt, 1998). Osborne & Gaebler (1993, p. 90) then elaborated on a customer driven public administration that takes into consideration choice.

| Concepts related to Managerial Improvement and Organizational Restructuring (O) are: | |
|---|---|
| 1 | Accountability- Monitoring -Monitoring bodies |
| 2 | Freedom to manage |
| 3 | Flexibility |
| 4 | Autonomy |
| 5 | Contractual relationship |
| 6 | Delegation |
| 7 | Proactive manager |
| 8 | Entrepreneurial |
| 9 | Decentralization - Debureaucratization |
| 10 | Organizational structure - Reinventing - Reengineering |
| 11 | Smaller units - Downsizing - Disaggregation of departments |
| 12 | Arms-length |
| 13 | Lean - Responsive |
| 14 | Case management |
| 15 | Information technology - Computerization |
| 16 | Political neutrality - Apolitical |
| 17 | Good governance - Rule of law - Transparency |
| 18 | Policy making- Strategic planning - Long and medium term plans or goals |

On the other hand, organizational restructuring is about downsizing the public sector, and it is also the disaggregation of government departments into agencies with managerial autonomy in financial and personnel matters (Batley and Larbi, 2004, p. 45-47). Such agencies will have greater autonomy than core ministries and will be protected from political interference. These agencies enjoy autonomy in having their own chief-executives, adopting flexible human resource practices, and maintaining contractual rather than hierarchal relationships with their line ministries based on mutually agreed-upon performance targets and outcomes.

It should be the purposes for which agencies are created that drive the activities of that agency, not the rules that have been constructed around that agency; and consequently, public agencies should be judged on the results that they generate.

c. Focus on Performance

Osborne & Gaebler (1992, p. 16) called for a cultural shift away from bureaucratic government towards an entrepreneurial government as it is both competitive and customer-driven. He explained that in an environment of rapid change, the old top-down bureaucratic monopolies delivering standardized services are not effective. To be effective an organization must be lean, fast on its feet, responsive to its customers, capable of adjusting to change, able to improve productivity continually... In other words, it needs to be entrepreneurial rather than bureaucratic.

Entrepreneurial does not mean "for profit." An entrepreneur, according to Osborne & Gaebler (1992, p. 209), shifts resources out of an area of low productivity

and minimal yield into an area of higher productivity and greater yield. Accountability must shift from inputs, such as line items, to outcomes and results, consequently governments should measure the results of what an agency does, and ties incentives to achieving those results. Entrepreneurial governments should learn to measure the outcomes of what they spend, how satisfied their customers are...

| Concepts related to Focus on Performance (P) are: | |
|--|---|
| 1 | Flexible pay |
| 2 | Firing |
| 3 | Responsibility -Responsibilities and duties or roles |
| 4 | Training |
| 5 | Performance standards -Evaluation - Explicit and clear standards |
| 6 | Efficiency - Effectiveness - Productivity level |
| 7 | Well defined goals - Objective |
| 8 | Results - Outputs - Outcomes |
| 9 | Rewards - Incentives- Promotion |
| 10 | Project and policy analysis and evaluation |
| 11 | Citizen participation - Civil society participation - Partnership with private sector |
| 12 | Competent - Qualified - Specialized personnel |

In the next chapter, the presence of the concepts related to the three categories of NPM will be quantified and analyzed; inferences about the messages within OMSAR's reform strategy can then be drawn. Changes in the frequency from one category to the other and from one concept to the other within the same category will enlighten us about Lebanon's reform plans.

5. Counter-Claims: Critiques of NPM

Some scholars criticize NPM stating that, in spite of NPM's professed claims to promote the 'public good' (of cheaper and better public services for all), is actually a vehicle for *particularistic advantage*. The critique is that NPM is a self-serving movement designed to promote the interests of an elite group of bureaucrats rather than the mass of public civil service (Dunleavy 1985; Pollitt 1993, p. 134-137).

Treating citizens merely as customers takes away their participatory rights and duties; the abolition of career civil service lead to the erosion of administrative capacity and to the return of the imperial bureaucrat (disguised as the entrepreneurial bureaucrat: same power, less responsibility); Outsourcing has proven to be excessively expensive; project management may frequently work, but as a principle it is more expensive and less accountable than the traditional approach.... We will explore below the most important NPM critiques:

a. Public Management Differs from Private Management in its Essential Nature

NPM is criticized for ignoring the fact that *public management differs from private management in its essential nature*. Schick (1996, p. 25-26) argues that the responsibilities of the government are broad because of its strong influence on society; NPM narrows the government responsibilities and weakens collective values and interest.

What one notices first when looking at the public and private spheres is the difference, not the similarity. The state is characterized primarily by its monopoly on

power, force, and coercion on one side, and its focus on the public good, on the other, while the business world legitimately focuses on profit maximization. The NPM use of business techniques within the public sphere miscomprehends the most basic requirements of any state, particularly of a democracy because regularity, transparency, and due process are simply much more important than low costs and speed. Critics argue that real entrepreneurs cannot be created in government and that market incentives cannot be substituted for law.

Frederickson (1997) argues that business and government have very different goals and therefore the techniques of private sector entrepreneurship are seldom appropriate and often result in unethical behavior for public officials. He also contends that unethical behavior in government is increasing due to the growing emphasis on managing government organizations like private businesses (Frederickson, 1997).

b. NPM Runs Against the Precepts of Democracy

NPM's blind application of business management principles and practices can threaten the democratic way of life because the market model places little or no value on democratic ideals such as fairness and justice. Democracy requires the rule of law, the legally sanctioned regulation of markets, the preservation of equity, and competent bureaucracies subject to control by statute and by judicial institutions. The market-based model of public management, with its emphasis on entrepreneurialism and satisfying individual clients' self-interest, is incompatible with

democratic accountability, citizenship, and an emphasis on collective action for the public interest.

According to Weber, the system of bureaucratic rule in the modern state is inescapable. Bureaucracy and democracy go together and to move away from bureaucracy is to wish to set up a new system of government altogether.

It is worth noted that NPM reforms have generally aimed at reducing the size of government, but there is no real evidence that this was in response to democratic pressure. Governments grew in response to what the citizenry wanted. To the extent that public management reformers reduce government regardless of public opinion, they could be seen to be behaving in an undemocratic way.

c. NPM Erodes Respected Values and Ethics of Civil Servants

NPM's focus on output controls and discretionary management, rather on rule-based systems and due-process, erodes the *traditionally respected values and ethics of civil servants*, such as fairness, equality, and impartiality. Some scholars suggest that the adoption of NPM values as efficiency, productivity, managerialism, and entrepreneurship leads to the erosion of public service values such as professionalism, neutral competence, and public interest.

DeLeon and Green (2001, p. 621) argue that the lessening of rules and increased flexibility will lead to administrative corruption because performance evaluation can be offset by political intervention.

d. NPM Threats Accountability

NPM reduces political accountability; if the manager is to be more accountable, then the politician is to be less accountable and public accountability may be reduced through contracting or other ways in which a function is delivered by the private sector so there is no government involvement.

According to NPM, the political system is composed of many principal-agent relationships. Furthermore, principal-agent theory proposes that administrative autonomy reduces democratic accountability and representation due to the discretion of administrators that is used in opposition to the desires of elected officials and the same asymmetry of knowledge and information that necessitates delegation, limits the capacity of principals to monitor and assess the behavior of their agents. As a result, agents are viewed as being open to shirking and opportunistic behavior that serves them as an individual instead of the principal.

e. NPM Changes Citizens to Customers

Metcalf (1998, p. 10-11) criticized NPM for paying little attention to the involvement of citizens, and regarding the users of public services as clients or customers rather than as members of democratic states. Treating citizens merely as customers takes away their participatory rights and duties.

Balancing efficiency gains by NPM, whatever their degree and prevalence, with losses of equity, citizenship, democracy and accountability is a concern held by many

public administration scholars. The critiques stated above are being studied by NPM proponents and practitioners are squeezing and twisting NPM doctrines in a way to minimize its disadvantages; Despite these critiques, NPM is still the dominant paradigm.

In the next chapter, the sample – OMSAR's 2011 reform strategy- will undergo a content analysis to understand to what extent this strategy seek to introduce and apply NPM doctrines in the Lebanese public administration.

Chapter 4

Applying “Content Analysis” to the Reform Strategy

Content analysis is "a technique for making inferences by objectively and systematically identifying specified characteristics of messages" (Holsti, 1969, p.608).

Work papers, reports, agency documents, transcripts of meetings, evaluations, and the like, all contain useful information that is difficult to combine and analyze because it is diverse and unstructured. Content analysis is a set of procedures for collecting and organizing information in a standardized format that allows analysts to make inferences about the characteristics and meaning of any written or recorded material.

In content analysis, written documents are examined and an "objective analysis of messages ... is accomplished by means of explicit rules" (Berg, 1998, p.224). These rules are used to "classify the signs occurring in a communication into a set of appropriate categories" (Janis, 1965, p. 55).

1. Characteristics of Content Analysis

Earl Babbie (1995, p.306) refers to content analysis as an unobtrusive methodology that uses the direct observation of documents. Its major benefit comes from the fact that it is *systematic, unobtrusive* and *replicable*. The content analysis can help discover and describe the focus of individual, group, institutional, or social

attention (Weber, 1990). It can be used to determine the presence and occurrences of certain words or concepts within texts or sets of texts.

In its simplest form, content analysis can summarize large volume of information, count the frequency of statements, or evaluate space given to certain issues; in its more complex formats it can analyze trends or detect differences in the intensity of statements. With content analysis any written or recorded material can be structured for any type of analysis. In the case of this study, it will help us make inferences about OMSAR’s reform strategy.

a. Qualitative or Quantitative Technique

Some take the view that content analysis is a quantitative technique, for others, it has elements of both the qualitative and quantitative approaches in that the counts of textual elements that emerge from the first stage of the analysis “merely provide a means of organizing, indexing and retrieving data...” then in the next stage comes the qualitative analysis (Berg, 1998, p. 225).

b. Conceptual or Relational Analysis

There are two categories of content analysis: conceptual and relational.

Conceptual analysis establishes the existence and frequency of concepts, most often represented by words or phrases, in a text. Relational analysis goes one step further by examining the relationships among concepts in a text. In the case of this study, conceptual analysis will be used and it will focus on quantifying the presence and

the occurrence of pre-selected concepts within the OMSAR’s reform strategy. The computer is one of the contemporary conceptual analysis’ greatest assets; it can be used to count for frequency of concepts. However, since it can only code based on the information it is given, and some implicit information could be omitted, the results should be rechecked manually.

When constructing frequency measures, two assumptions are made: first, the frequency with which a statement occurs in the text is a valid indication of value or importance. Second, all content units can be given equal weight and therefore each one can be compared directly with every other unit. With much more sensitive data analysis, when counting for frequency, each coded statement is adjusted by a weight that measures relative intensity.

The text of OMSAR’s reform strategies will be examined using conceptual analysis. After quantifying and analyzing the presence of the concepts related to the three categories of NPM, inferences about the messages within the strategy can be drawn. Changes in the frequency from one category to the other and from one concept to the other within the same category will enlighten us about Lebanon’s reform plans.

c. Validity and reliability

Any research method is "said to have validity if it measures what it purports to measure; it has reliability if it gives the same result consistently" (Hagood, 1941, p. 219).

Validity is the extent to which an instrument measures what is intended to measure. To assess the validity of the coding, the results have to be related to other data that are known to be reasonably valid.

Reliability of a research method "rests on the assurance that the data obtained is independent of the measuring event, instrument, or person. Reliable data, by definition, are data that remain constant throughout variations in the measuring process" (Kaplan and Goldsen, 1965, p.83). That is, reliability tells the extent to which the measuring procedure can produce the same result on repeated trials. When conducting content analysis, the data is checked for reliability by having a sample coded by two or more independent coders and comparing the results.

d. Three requirements: Objectivity, System, and Generality

According to Holsti (1969, p. 95-100), there are three requirements in content analysis: objectivity, system, and generality. *Objectivity* means that the analysis is pursued on the basis of explicit rules, which enable different researchers to obtain the same results from the same messages or documents. It attempts to eliminate the coder's subjectivity. *System* refers to the decision whether to include or exclude a category, this decision must also be based on explicit rules. *Generality* requires that the findings be theoretically relevant. Categories and criteria for the content analysis have been developed from previous research and after a thorough study of the literature on NPM in order to meet the three requirements of content analysis.

2. Why Content Analysis

When deciding whether to use content analysis, many factors were considered but especially the following:

a. **Objective:**

Objective is the precisely worded question that the study is trying to answer. Precisely worded question provide the focus for data collection and analysis. In general, content analysis can be used to answer “What” questions not “why” questions. That is, it helps analysts describe or summarize the content of written material, the attributes or perceptions of its writers, or its effect on its audience. In the case of this study, the precisely worded question is the following:

“The purpose of this study is to explore whether the reform strategy converges with the principles of New Public Management,” and the methodology that will guide the analysis is a *Contextual Content Analysis*.

b. **The Kind of Material Available:**

Content analysis can be used to study any recorded material as long as the information is available to be reanalyzed for reliability checks. Although it is usually used to study written material such as, journal articles, books, newspapers, work papers, answers to survey questions, letters, legislation, regulations, public documents, case studies... content analysis can also be used to study any recorded communication, including television programs, movies, presidential speeches, photographs,

testimonies... As long as the quality of the material is adequate and represent what was actually said or written. A messed-up tape or written material with sections missing is not a good basis for content analysis because findings and conclusions cannot be more accurate than the material analyzed.

OMSAR produced in 1996 a “comprehensive strategy for administrative reform”. This strategy never reached the council of ministers and it remained an internal document. Following parliamentary elections in 2000, OMSAR reshuffled the 1996 strategy and presented it under the “Strategy for the Reform and Development of the Public Administration in Lebanon” and this time it won the Council of Ministers’ approval in late 2001. This strategy was reevaluated, updated and redrafted in 2011, and this last draft of the strategy constitutes the material to be analyzed.

c. The Coding Categories:

“A category is a group of words with similar meaning or connotations” (Weber, 1990, p. 37).

Formulating categories is the heart of content analysis. Categories can be used to measure at several levels such as space, frequency, intensity, or trend. Berelson emphasized the importance of this step when he cautioned that:

“Content analysis stands or falls by its categories. Particular studies have been productive to the extent that the categories were clearly formulated and well adapted to the problem and to the content.” (Berelson, 1952, p. 147)

To conduct a systematic and objective analysis that leads to results which are amenable to statistical calculation, the categories should meet three requirements:

- a. Categories should be exhaustive
- b. Categories should be mutually exclusive (no item can be placed in more than one category)
- c. Categories should be independent. (GAO, 1996, p. 20).

After carefully studying the literature on NPM in chapter 3, NPM doctrines were grouped into three overall categories and A Priori Coding was used to code the reform strategy. Each of the categories was then represented by concepts: a word or phrase.

The NPM categories are:

1. The Use of Market-type Mechanisms,
2. Managerial Improvement and Organizational Restructuring,
3. Focus on Performance.

d. The Sample: Primary Versus Secondary Source of data

Research methods texts generally adopt the position that secondary data are "mere substitutes for 'better, but more expensive, primary data'" (Cowton, 1998b, p. 430), with particular concern being expressed that the researcher is unable to exercise any control over their generation.

Empirical studies often rely on self-reported data, but this reliance is open to criticism. Caution about the value of information obtained by consulting others, as many will guess at the wishes of the person who asks them, and answer according to the interviewer's, and not according to his own opinion.

Responses to questionnaires and interviews may be influenced by the subject view of what the researcher might want to hear, by reluctance to talk about sensitive ethical issues, and by imperfect recall. However, in some uses, including some empirical studies in business ethics, it can be argued that data from secondary sources actually have a number of advantages over that from primary sources.

(1) The unobtrusive access that secondary data present help in reducing both social desirability response and the reluctance to respond to explicit ethical questions. (2) Where historical information is sought, secondary data, generated at the same time as the event being investigated, will overcome problems of recall. Secondary sources provide evidence of what was done at the time, whereas evidence gathered by questionnaire or interview after the event would have provided only a recollection of the event. (3) Lower cost may also be an advantage (Hakim, 1982, p. 16), although on-line access and computer manipulation of complex data sets are not necessarily cheap. (4) Hakim also suggests that the use of secondary data “forces the researcher to think closely about the theoretical aims of substantive issues of the study” (Hakim 1982, p. 16). (5) Secondary data can also be used to provide “triangulation”, increasing the credibility of research findings using primary data (Cowton, 1998b). (6) Content analysis of secondary data are often more easily amenable to replication and to validity and reliability checks than other methods used to collect primary data in social sciences. (7) Secondary data may have attributes which render them highly attractive when dealing with sensitive situations and ethical issues due to their unobtrusive characteristic. Content analysis allows secondary sources to be analyzed in a transparent and

reproducible matter. It also addresses concerns related to respondent bias, distortion due to imperfect recall, and unobtrusive access when examining sensitive situation.

In this study, the sample comes from secondary data.

3. The Eight Steps

Although there "is no simple right way to do content analysis" (Weber, 1990, p. 13), one commonly used procedure involves eight steps:

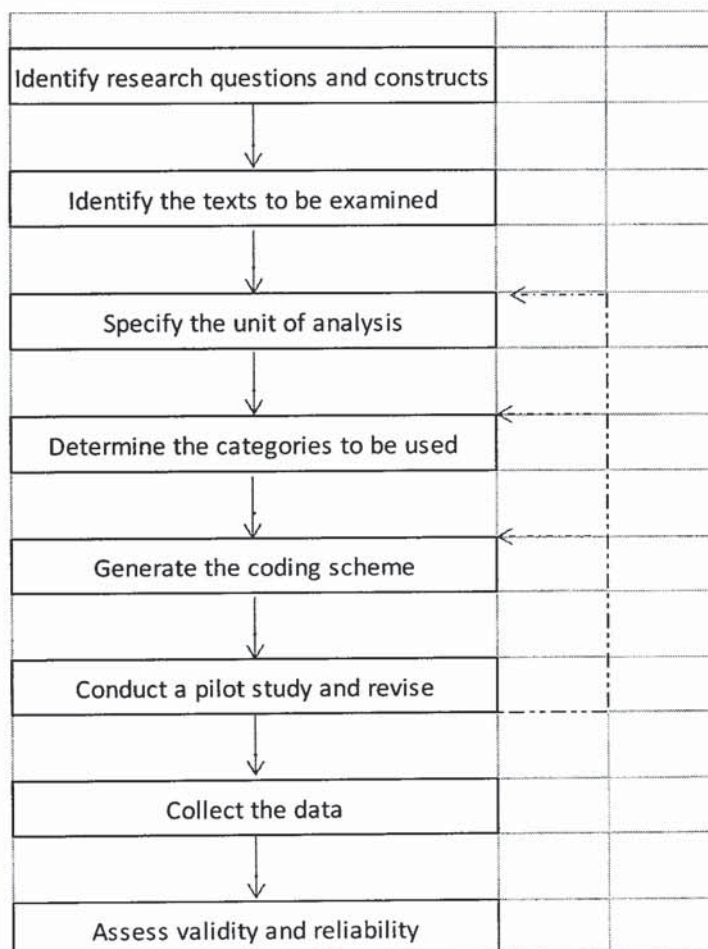


Figure 3- The Content Analysis Process

(Insch et al., 1997; Krippendorff, 1980; Weber, 1990).

1st Step: The Question to be Investigated and the Constructs Involved:

The specific question to be investigated in this content analysis, as described earlier, is to determine whether the reform strategy converges with the principles of NPM. This empirical study is directly and tightly linked to the theory. It categorizes ideas mentioned in the reform strategy designed by OMSAR into the three categories of NPM theory, and the methodology that will guide the analysis is a **CONTEXTUAL CONTENT ANALYSIS**.

2nd Step: Texts to be Examined

The last draft of the “Strategy for the Reform and Development of the Public Administration in Lebanon” which was reevaluated, updated and redrafted in 2011 constitutes the material to be examined using content analysis.

3rd Step: The Unit of Analysis

The unit of analysis is the basic unit of text to be classified, "the specific segment of content that is characterized by placing it in a given category" (Holsti, 1969, p. 116). Five units that have been commonly used are word, word sense or phrase, sentence, paragraph, and document, themes and individual persons ("characters") may also be included. The unit of analysis should be consistent with the nature of the research question.

In some content analysis studies the intention has been to determine the frequency with which an individual has used a particular word⁴ and in others to compare the coverage of an event in different sections of the media by counting the number of stories or programs devoted to the topic⁵. In this study, the question to be addressed included the identification of NPM ideas in the strategy, and thus the unit of analysis may vary from a single word to a phrase. An implication which follows from the choice of the phrase as the unit of analysis is that the data collection must be done by hand using human coders, rather than by putting the text through a computer program, because computers still have a long way to go to read the meaning of longer text messages (Sarantakos, 1993, p. 216).

4th Step: Categories for the Analysis

Formulating categories is the heart of content analysis, and as Berelson (1952, p. 147) explained “Content analysis stands or falls by its categories”.

By requiring the derivation of the categories and coding scheme from a theoretical construct, the application of the eight-step content analysis procedure encourages researchers to develop closer links between the theoretical and empirical components of the research. After carefully studying the literature on NPM in chapter 3, its doctrines were grouped into three overall categories.

The 1st: The Use of Market-type Mechanisms,

The 2nd: Managerial Improvement and Organizational Restructuring,

The 3rd: Focus on Performance.

⁴ e.g. House et al.'s (1991) study of the inaugural addresses of U.S. Presidents.

⁵ e.g. Payne and Mercuri's (1991) analysis of TV coverage of the 1988 and 1992 U.S. Presidential elections.

Then each NPM category was assigned a number of concepts that represent the category:

| The Categories | The Concepts |
|--|--|
| The Use of Market-type Mechanisms | Privatization - Franchise - Competition -Rationalization - Outsourcing - One-stop shops - Contract - Public Tendering - Budget cuts -Cutting cost- Limited resources -Spending constraints - Cost-effective - Customers - Customer-driven - Choice - Use of private sector techniques - Level of Service. |
| Managerial Improvement & Organizational Restructuring | Accountability- Monitoring -Monitoring bodies - Freedom to manage - Flexibility - Autonomy - Contractual relationship - Delegation - Proactive manager - Entrepreneurial - Decentralization - Debureaucratization - Organizational structure - Reinventing - Reengineering - Smaller units - Downsizing - Disaggregation of departments - Arms-length - Lean - Responsive - Case management - Information technology - Computerization - Political neutrality - Apolitical - Good governance - Rule of law - Transparency - Policy making- Strategic planning - Long and medium term plans or goals. |
| Focus on Performance | Flexible pay - Firing - Responsibility -Responsibilities and duties or roles - Training - Performance standards -Evaluation - Explicit and clear standards - Efficiency - Effectiveness - Productivity level - Well defined goals - Objective - Results - Outputs - Outcomes - Rewards - Incentives- Promotion - Project and policy analysis and evaluation - Citizen participation - Civil society participation - Partnership with private sector - Competent - Qualified - Specialized personnel. |

Table 2 - Categories and Concepts

5th Step: Devise a Coding Scheme

"Content analysis is essentially a coding operation.. It is the process of transforming raw data into a standardized form."(Babbie, 2001, p. 309)

The content analysis procedure should allow for each significant variation in message content to be coded in a distinct, and consistent, manner. This requires a clear set of coding guidelines because, according to Strauss (1987, p. 27), the excellence of the research rests in large part on the excellence of the coding.

The coding scheme, which is reflected in appendix 1, includes the coding rules and guidelines which are to be used when coding.

a) The Concepts:

Each of the categories will be then represented by concepts: a list of word, word sense, or phrase. These concepts are specified after careful study of the literature and before starting to analyze the strategy (A priori coding) and are listed in the coding scheme.

b) Single Classification:

One of the coding rules adopted was to specify that any phrase be assigned to only one dimension in a given category, the one where it fitted best. Thus single classification was used rather than multiple classifications. This reduces the opportunity for the coder to seek multiple readings.

c) Manifest Analysis:

Latent content analysis refers to the underlying meaning whereas manifest analysis refers to the "visible, surface content" of the document and ensures reliability in coding (Babbie, 1995, p. 312). When latent analysis is performed, it is at the expense of reliability and objectivity, since it is highly dependent on the coder's definitions and standards. In this study, manifest analysis will be conducted. However the main coder is allowed to include in the data sheet (cell referred to with a "**"), latent analysis that will be studied on a case by case basis. This will give the main coder a space to note and consider the following:

- Synonyms which may be used throughout the strategy for stylistic reasons;
- Not all concepts represent a category equally well;
- Some words may have multiple meanings; and
- Implicit concepts.

d) Data Sheet:

Instructions for using the data sheet are clear and well organized to ensure standardized coding procedures. It is an excel sheet that will be filled by the coder using letters and numbers, as specified in the coding scheme. Excel formulas will be used to extract the results.

e) Training the Coders:

Since manifest analysis is conducted, guidelines are clear, and data sheets are very specific and insures conformity, coders does not need a specialized training. Each coder

is provided with “the coding scheme sheet”, presented in appendix 1, to work accordingly.

6th Step: Conduct a Pilot Study

Conducting a pilot study, also referred to as pretesting, is an important step before actual coding begins. It involves coding a small portion of the material to be analyzed. The analysts can then test and revise the coding categories and guidelines. The pilot study helps determine whether:

- (1) The categories are clearly specified,
- (2) The coding instructions are adequate, and
- (3) The coders are suitable for the job.

The pilot study involved the coding of “The Executive Summary” of the sample (P.6 → P.11). Recording the data, entry of the data into data sheets, and clarity of the procedures is all checked at this point and feeds back into steps 3 till 6. As a result of the pilot study, the data collection form and some recording procedures were modified to provide additional clarity.

The pilot study also checks for reliability, it estimates to what extent the measuring procedure produce the same result on repeated trials, that is determining the similarity with which one or more coders categorize the same material. The coding decisions of more than one coder will be compared to determine how reliable the results are.

To calculate reliability estimates, two coders are asked to code the same sample independently. The reliability estimate is the percentage of similarity based on the total number of units of analysis coded. If the reliability estimate is below 80%, then it is considered unreliable and checks should be conducted to determine whether the source of discrepancies lie in the coder or the coding procedure. The reliability estimate of the pilot study is 94.59%, as reflected in appendix 3.

7th Step: Data Collection

The strategy was coded by the principal researcher in accordance with the guidelines. The data collection form proved to be a useful device to support the application of these guidelines, as it allowed for the recording of data to a specific and consistent list of concepts and encouraged detailed examination of each unit of analysis. The data collection form sheet was used to record the phrases coded. The information obtained from each code sheet provided numerical data which is reported in the next chapter in the form of tables and narrative. The statistics are descriptive and report the frequency of each variable. A copy of the data sheet is included in Appendix 3.

8th Step: Check Coding Activity: Assess Reliability & Validity

Checking the coding activity means assessing the reliability and validity of the coding. Two reliability measures, reproducibility and stability, should be assessed. The results of the study are reproducible and they provide stable results each time produced. The extent of agreement among coders will reflect the efficiency of the coding activity. To assess the validity of the coding, the results have to be related to

other data that are known to be reasonably valid. Validity is the extent to which an instrument measures what is intended to measure.

Table 3 - Content Analysis Procedure for this Study

| The 8 steps | |
|--|--|
| Identify research questions and constructs | Does the reform strategy converge with the principles of New Public Management? |
| Identify the texts to be examined | OMSAR’s 2011 “Strategy for the Reform and Development of the Public Administration in Lebanon”. |
| Specify the unit of analysis | The unit of analysis vary from a single word to a phrase. |
| Determine the categories to be used | Based on the theoretical construct, the three categories are: <ol style="list-style-type: none"> 1. The Use of Market-type Mechanisms, 2. Managerial Improvement & Organizational Restructuring, 3. Focus on Performance. |
| Generate the coding scheme | Specifying the concepts, outlining the coding procedure, instructions for using data sheets, and primary training for coders. |
| Conduct a pilot study and revise the categories and coding scheme | The pilot study involved the coding of “ <u>The Executive Summary</u> ” - (P.6 → P.11) The data collection form and some recording procedures were modified to provide additional clarity. Reliability estimate is 94.59%. |
| Collect the data | Data collection is conducted by the principal researcher in accordance with the guidelines and reflected in the excel data sheet. |

| | |
|--|--|
| Check coding activity : Assess validity and reliability | The results are reproducible, stable and have to be related to other data that are known to be reasonably valid. |
|--|--|

The idea behind this approach is to answer the research question by drawing inferences from the frequency with which the reform strategy stresses certain categories. This constitutes summarizing the coded data in one sheet, discovering patterns and relationships within the data, and relating the results to data obtained from other methods or situations.

Data in this study was summarized by looking at frequencies among concepts and categories. Absolute frequency which is the number of times concepts are found in the sample, is calculated as well as relative frequency which is presented as a percentage of the sample size. Each categories frequency was also compared to the average frequency of all categories. The frequencies of codes in categories are presumed to reflect the relative emphasis placed by reformers on the corresponding area. Content analysis was the primary tool used for analyzing the reform strategy. Results and the analysis of the findings are presented in the next chapter.

4. Advantages and Pitfalls of Content Analysis

Content analysis is an unobtrusive technique which is "well-developed but underused" (Neuman, 1994, p. 260), "with great potential for studying beliefs, organizations, attitudes and human relations. The limited application ... of content analysis is due more to unfamiliarity with the method and to its historic isolation from mainstream social science than to its inherent limitations" (Woodrum, 1984, p. 1).

Researchers who want to analyze written material systematically should consider content analysis because it is a means of extracting insights from already existing data sources.

There are many advantages in using content analysis. **(1)** It can provide unobtrusive and nonreactive measures. Content analysis reduces distortions caused by self-reporting. **(2)** It can also cope with large volume of material whether written or recorded. Unlike with other research methods, large volumes of material can be easily analyzed due to explicit coding instructions, precise categories, and trained coders. **(3)** It is an excellent method to gather and analyze retrospective data. It allows access to information about past events. **(4)** It provides the opportunity to validate other methods by coordinating the findings of the two methods. **(5)** It also has the ability to assess and demonstrate the reliability of data collection...

The scope of using content analysis is very wide and challenging it can be limited only by the researcher’s ingenuity and skill in structuring reliable and valid categories and coding procedures.

Nevertheless, content analysis has several pitfalls. **(1)** Quantifying information may produce important and interesting data but one has to resist the temptation to count things for the sake of counting. Without clear objectives, content analysis can produce very precise information that is, however, meaningless. **(2)** Formulating categories and pretesting is time consuming and demands careful study of the literature. **(3)** Training and supervising coders is to be taken seriously because the

reliability of the method depends on their knowledge of the coding procedures. (4)

Complex coding schemes, which usually yield the most interesting results, may produce the least reliable data because they demand the coder judgment.

Chapter 5

Results & Findings

In most countries, the waves of public management reform attempted to combine modern management practices with the logics of economics while retaining the public sector core values and spirit. The new public management paradigm led to a rethinking of the role of the state and its core functions, it emphasizes the focus on outputs, the use of performance indicators, decentralization, citizens' participation, lean organizational structures, flexibility in personnel matters, the use of market-type mechanisms for the delivery of public services, and the adoption of principles such as value for money, accountability, rule of law, and transparency.

In chapter three, NPM principles were classified in three main categories and each category was further divided into concepts. In chapter four, the eight steps that will guide the coding procedure were defined and content analysis was applied to the reform strategy. The coder abided by the coding scheme and the results were put in the data sheet that included all necessary information which would facilitate validation of the results and reliability checks.

Inputs in the data sheet are quantified using excel formulas and the results collected are reflected in tables. In the first part of this chapter, the tables of the results are used to draw conclusions about OMSAR's reform strategy: What NPM category the strategy favors? What does this preference imply? What messages within OMSAR's

reform strategy can be drawn? Moreover, the study shows which concepts within each category were stressed and which were ignored.

During the coding procedure, it was realized that the strategy highlighted and stressed recurrently several principles. These principles were not previously included in the concepts defined in chapter three and because this content analysis is apriori, they cannot be added during the coding procedure. However, if these principles were omitted the result will not faithfully reflect the reform strategy; therefore they were included in a latent data sheet and are analyzed in the second part of this chapter.

Part One: The Categories

The first category to be studied is The Use of Market-type Mechanisms; the second is Managerial Improvement and Organizational Restructuring; the third is focus on performance. After studying the results within each category, the three categories will be compared.

a. The Use of Market-type Mechanisms

NPM is to a large extent based on the assumption that public sector organizations need to learn from private sector. Since there is no competitive pressure for cost effectiveness and productivity improvements, the allocation of resources in public administration are sub-optimal. If the public sector uses private sector techniques, it may become more efficient in its allocation and use of resources.

The scores of the Market-type Mechanism category are represented in table 4, the first row of the table is the “code” assigned to each concept in the datasheet. The second row is “Number of Entries” i.e. the number of times the concept was mentioned in the reform strategy. The third row is “% of Category” it is calculated by dividing the number of entries of the concept by total entries of the category. The fourth row is “% of Total Entries” it is calculated by dividing the number of entries of the concept by the sum of entries of the three categories.

The first concept to be analyzed is “USE OF PRIVATE SECTOR TECHNIQUES” because it stands for the whole category. This concept scored only 0.52% of total entries in the data sheet; consequently, the category "Use of Market-type Mechanisms" is the least stressed in the strategy. It constitutes only 8.48 % of the total entries. This implies that this category is not among the main concerns of the reform-planners.

| Market-type Mechanism | | | | | |
|-----------------------|--|-----------------|---|--|------------------------------------|
| Concept | Privatization (0) - Franchise (0) - Competition | Rationalization | Outsourcing | One-stop Shops | Contracts - Public Tendering |
| Code | M1 | M2 | M3 | M4 | M5 |
| Number of Entries | 3 | 0 | 6 | 14 | 10 |
| % of Category | 6.12% | 0.00% | 12.24% | 28.57% | 20.41% |
| % of Total Entries | 0.52% | 0.00% | 1.04% | 2.42% | 1.73% |
| Concept | Budget Cuts - Cutting Cost- Limited Resources - | Cost-effective | Customers - Customer- driven - Choice | Use of Private Sector Techniques | Level of Service |
| Code | M6 | M7 | M8 | M9 | M10 |
| Number of Entries | 6 | 0 | 0 | 3 | 7 |
| % of Category | 12.24% | 0.00% | 0.00% | 6.12% | 14.29% |
| % of Total Entries | 1.04% | 0.00% | 0.00% | 0.52% | 1.21% |

Table 4 - Scores of Market-type Mechanism

The concepts “CUSTOMERS - CUSTOMER DRIVEN – CHOICE - RATIONALIZATION” were not mentioned at all. NPM’s main aim is to provide citizens with choice, but this principle was totally absent in the reform strategy and therefore the strategy never referred to citizens as customers; However the strategy tries to put in action a plan that can improve the quality of the services provided by the public sector and thus the concept “LEVEL OF SERVICE” scored a percentage of 14.29% of this category.

The concepts “PRIVATIZATION AND FRANCHISE” scored zero. This shows that the reform strategy diverges from NPM. This cannot be regarded as negative in the present condition of the Lebanese public administration, because the simple requirements for privatization are still not fulfilled and privatization at this point, before the public sector is ready, is a major disadvantage. As Hughes (2003) explains, when the markets are undeveloped, privatization will mean foreign ownership and public utilities will need to be carefully regulated.

The concepts “BUDGET CUTS – CUTTING COSTS – LIMITED RESOURCES – SPENDING CONSTRAINTS” were mentioned only 6 times, i.e. 12.24% within this category and less than 2% of total entries, and the concept “COST EFFECTIVE” scored zero. In an indebted country like Lebanon, these concepts were expected to be stressed in an attempt to slow down the increase of debt.

Because the reformers are trying to pass a draft law that would modernize and update the system of public contracts, the concepts “CONTRACT - PUBLIC TENDERING” scored 20.41% of this category and 1.73% of total entries.

Multifunctional One Stop Shops are expected to enhance accessibility and networking, ensure efficiency in the provision of service, and provide a single entrance to public services as well as proximity to citizens. The basic idea of a one-stop-shop is that the citizen only has to be in contact with one single entity to get information and obtain necessary paperwork, rather than having to go through different government bodies. One Stop Shops are expected to simplify administrative procedures and it seems that the reformers behind OMSAR's strategy share this view since the concept "ONE-STOP SHOP" scored a 28.57% of the category's entries.

It is worth noting that three of the seven main principles Osborne and Gaebler (1992) put forward to reinvent the government were not stressed in OMSAR's strategy:

- The competitive government which is expected to inject competition in service delivery,
- The enterprising government which is expected to earn rather than spend,
- The customer-driven government which is expected to meet the needs of the customer i.e. citizens, not the bureaucracy.

It can be concluded that the use of Market-type Mechanisms, with a score of 8.48%, is not adopted in 2011's reform strategy of the Lebanese public administration, though it is one of the backbones of the NPM principles. NPM proposes to expose the public sector to competition in order to acquire the best ideas and most efficient delivery of public services; however, it seems that OMSAR reform-planners do not share this view. Moving from bureaucracy to market and contractual arrangements may increase corruption and self-interest in the absence of transparency, adequate laws,

independent judiciary and efficient auditing, so it might not be a bad idea after all to delay the application of Market-type Mechanisms in the public administration for some time until the principles introduced are well applied.

The low score of this category might imply that reformers share the view of many NPM critics that the public and private spheres are very different. The state is characterized primarily by its monopoly of power and its focus on the public good, on the other hand, the private sector focuses on profit maximization. NPM critics believe that the use of Market-type Mechanisms within the public sphere misunderstands the most basic requirements of any state, because regularity and due process are simply much more important than efficiency, low cost and speed.

b. Managerial Improvement and Organizational Restructuring

The second category consists of two sets of concepts. The first is related to Managerial Improvements and the second to Organizational Restructuring. Managerial Improvements call for an apolitical administration managed by proactive managers. Organizational restructuring is about downsizing the public sector and the disaggregation of government departments into agencies with managerial autonomy in financial and personnel matters (Batley and Larbi, 2004, p. 45-47).

The first set of concepts which is related to Managerial Improvements rely on the NPM's belief that management, which is different from politics and based on scientific knowledge, is the professional way of dealing with problems of the public administration (Pollit, 1990).

According to NPM, politicians have legitimate role as responsible for the overall goals of public sector organizations, but the implementation should be more exclusively left to professional managers (Pollitt, 1990). Politicians are amateurs in managing the administration, the latter of which needs more professional management. The concepts “POLITICAL NEUTRALITY – APOLITICAL” scored 0%, which shows that reformers do not share this core principle of the NPM ideology; perhaps they believe that public administration is intermingled with politics and the dichotomy between them is imaginary and unreal. Since the reform strategy does not try to free the public administration from politicians’ control and interference, then it is not expected to stress the concepts related to management.

| Managerial Improvement and Organizational Restructuring | | | | | | |
|---|---|-------------------|--|--|--|--|
| Concept | Accountability - Monitoring - Monitoring Bodies | Freedom to Manage | Flexibility | Autonomy | Contractual Relationship | Delegation |
| Code | O1 | O2 | O3 | O4 | O5 | O6 |
| Number of Entries | 75 | 0 | 5 | 0 | 0 | 2 |
| % of Category | 24.67% | 0.00% | 1.64% | 0.00% | 0.00% | 0.66% |
| % of Total Entries | 12.98% | 0.00% | 0.87% | 0.00% | 0.00% | 0.35% |
| Concept | Proactive Manager | Entrepreneurial | Decentralization - Debureaucratization | Organizational Structure - Reinventing - Reengineering | Smaller Units - Downsizing - Disaggregation of Departments | Arms-length |
| Code | O7 | O8 | O9 | O10 | O11 | O12 |
| Number of Entries | 0 | 1 | 15 | 32 | 0 | 0 |
| % of Category | 0.00% | 0.33% | 4.93% | 10.53% | 0.00% | 0.00% |
| % of Total Entries | 0.00% | 0.17% | 2.60% | 5.54% | 0.00% | 0.00% |
| Concept | Lean - Responsive | Case Management | Information Technology - Computerization | Political Neutrality - Apolitical | Good Governance - Rule of Law - Transparency | Policy Making - Strategic Planning - Long and Medium Term Plans or Goals |
| Code | O13 | O14 | O15 | O16 | O17 | O18 |
| Number of Entries | 3 | 0 | 98 | 0 | 38 | 35 |
| % of Category | 0.99% | 0.00% | 32.24% | 0.00% | 12.50% | 11.51% |
| % of Total Entries | 0.52% | 0.00% | 16.96% | 0.00% | 6.57% | 6.06% |

Table 5 - Scores of Managerial Improvements & Organizational Restructuring

In his article titled “A Public Management for All Seasons”, Christopher Hood (1991) introduced Hands-on professional management of public organizations as a main NPM doctrine. Managers are provided extreme autonomy to manage their organizations. The concepts related to management such as “FREEDOM TO MANAGE – AUTONOMY – CONTRACTUAL RELATIONSHIP - ARMS LENGTH – PROACTIVE MANAGER – CASE MANAGEMENT” are not mentioned in the strategy. “FLEXIBILITY – LEAN – RESPONSIVE – ENTREPRENEURIAL - DELEGATION” scored below 2% of the category and below 0.6% of total entries. The reform strategy diverges widely from NPM paradigm because NPM is an example of ‘managerialism,’ and management techniques should be the tools of the reform process. According to NPM, the public administration must be lean, fast on its feet, responsive to its customers, capable of adjusting to change, able to continuously improve productivity, and it could be said that the reform plan does not see the Lebanese public administration in this way.

The second set of concepts is about Organizational Restructuring. NPM calls for downsizing the public administration and trimming the public sector in order to achieve smaller, compact, and cost-effective public service. This has taken different forms, such as creating autonomous agencies, sub-contracting government activities to private providers, retrenchment of public administration... The newly created agencies should enjoy greater autonomy than core ministries, should be protected from political interference, and should maintain a contractual relationship with their line ministries based on mutually agreed-upon performance targets.

The concepts “ORGANIZATIONAL STRUCTURE– REINVENTING – REENGINEERING” scored 10.53% of the category, “DECENTRALIZATION – DEBUREAUCRATIZATION” scored only 4.93% whereas the concepts “SMALLER UNITS – DOWNSIZING – DISAGGREGATION OF DEPARTMENT”, which arise from NPM’s concern in the size and cost of public sector employment, scored zero. These scores combined together show that the reformers are aware that the organizational structure of the Lebanese public administration is in desperate need for reform: Decentralization might be considered, but downsizing is not regarded as an option. It could be said that the reform-planners’ aim is not to minimize the government, but to improve it. Decentralization and downsizing are political decisions in Lebanon and if the reform strategy tackles these issues, it might not gain the approval of the Council of Ministers.

Information and communication technology (ICT) represents the new challenge of the world economy. The fast achievements in this field affect the way of living, learning, working, and even entertaining. Any public administration reform plan is expected to take full advantage of ICT in attempt to provide efficient and modern public services for the citizens and business community. The concepts “INFORMATION TECHNOLOGY – COMPUTERIZATION” scored 32.24% of this category and 16.96% of total entries, which indicates that the reform-planners are conscious of the current retarded condition of the ICT and the importance of enhancing its usage as an essential part of the modernization process. ICT is directly linked to simplification of procedures and the principles of good governance, transparency and access to information.

The concepts "GOOD GOVERNANCE – TRANSPARENCY – RULE OF LAW" scored together 12.5% of this category and 6.57% of total entries. The reform strategy recognizes that the modernization process has to start by adopting these principles and putting in action the laws and decrees needed for implementation. To enhance transparency, governments review or introduce new freedom of information and access to information laws. To enhance Good Governance, governments encourage an enabled judicial and legal framework that fosters the rule of law and the respect of human rights.

The strengthening of monitoring bodies is stressed recurrently in the strategy. Accountability is also important, the concepts "MONITORING BODIES – ACCOUNTABILITY" scored 24.67% of this category; however the actions and ways of strengthening monitoring bodies and improving accountability are still vague.

The importance of any strategy or plan is that it should be part of a global strategy and a clear vision; it should be constant regardless of who is in power. Even if the plan is short-term it should fall in a sequence or series of medium or long term plans. If these conditions are not present than any plan is not worth following, implementing, or funding. The concepts "POLICY MAKING- STRATEGIC PLANNING - LONG AND MEDIUM TERM PLANS OR GOALS" scored 11.51% of the category and 6.06% of total entries.

As a conclusion, it can be said that the reform strategy does not try to introduce the usage of private sector techniques in the public sector. It calls for organizational restructuring, but downsizing and trimming the public administration is not an option.

Though it puts forward principles such as rule of law, transparency, accountability and good governance, the reform strategy diverges from NPM paradigm.

c. Focus on Performance

Another key trend in NPM is the focus on performance as an instrument to reform the public administration and state-owned enterprises. This applies to the government or its administration, the management of public enterprises, autonomous units directly delivering public services, managers of public administrations or enterprises, and civil servants. This category scored 38.93% of total entries.

According to NPM, quantifiable targets should be explicitly specified for a given period and performance is measured against targets at the end of this period (World Bank, 1995). The objective of NPM is to facilitate performance evaluation based on results instead of conformity with bureaucratic rules and regulations (Mallon, 1994). Because NPM is based on output controls and discretionary management rather on rule-based systems and due-process, civil servants' ethical standards are the only safeguard. DeLeon and Green (2001, p. 621) argue that the lessening of rules and increased flexibility will lead to administrative corruption because performance evaluation can be offset by political intervention. So, it can be said that if this category scores high meanwhile the reform strategy does not try to protect the administration from political intervention, then the public sector is in danger of being as inefficient and unproductive as it has always been.

| Focus on Performance | | | | | | |
|----------------------|---------------------------------|--------------------------|---|---|---|--|
| Concept | Flexible Pay | Firing | Responsibility - Responsibilities and Duties or Roles | Training | Performance Standards - Evaluation - Explicit and Clear Standards | Efficiency - Effectiveness - Productivity Level |
| Code | P1 | P2 | P3 | P4 | P5 | P6 |
| Number of Entries | 0 | 0 | 22 | 33 | 36 | 50 |
| % of Category | 0.00% | 0.00% | 9.78% | 14.67% | 16.00% | 22.22% |
| % of Total Entries | 0.00% | 0.00% | 3.81% | 5.71% | 6.23% | 8.65% |
| Concept | Well Defined Goals or Objective | Results-Outputs-Outcomes | Rewards - Incentives-Promotion | Project and Policy Analysis or Evaluation | Citizen Participation - Civil Society Participation - Partnership with Private Sector | Competent, Qualified, Specialized Personnel - Training |
| Code | P7 | P8 | P9 | P10 | P11 | P12 |
| Number of Entries | 1 | 19 | 8 | 1 | 27 | 28 |
| % of Category | 0.44% | 8.44% | 3.56% | 0.44% | 12.00% | 12.44% |
| % of Total Entries | 0.17% | 3.29% | 1.38% | 0.17% | 4.67% | 4.84% |

Table 6 - Scores of Focus on Performance

In practice, a number of critical preconditions need to be present to enable NPM's focus on performance to work as expected (World Bank, 1995). Among these preconditions are:

- 1- The need for governments (as principals) to explicitly state their objectives, prioritize them and translate them into clear targets. The concept "WELL-DEFINED GOALS OR OBJECTIVES" was mentioned only once, and the concepts "RESULTS – OUTPUTS – OUTCOMES" scored 8.44% of this category.
- 2- A system of rewarding or penalizing managers and civil servants according to their performance needs to be in place and must be seen to be working. NPM calls for governments to measure the results of what an agency does, and ties incentives to achieving those results. The concepts "FLEXIBLE PAY – FIRING" was not mentioned in the reform strategy whereas the concepts

“REWARDS – INCENTIVES – PROMOTION” were mentioned 8 times scoring only 3.56% of this category. Where the appointment of managers is based on patronage, rather than merit, it may be difficult to penalize poor performance, which may be excused and tolerated rather than sanctioned.

- 3- The delegation of meaningful autonomy to senior managers is also essential. However, we have seen that the reform strategy does not give managers the autonomy, the free hand and the independent will to be proactive but, on the other hand, it holds them responsible. The concept “RESPONSIBILITY – RESPONSIBILITIES AND DUTIES OR ROLES” scored 9.78% of this category and 3.81% of total entries; however, if managers are to be held accountable for results, they must be free from political patronage and from external interference in operational matters.
- 4- Reliable and functional information systems are needed to enable management by results. The availability and quality of information is essential to evaluate results. The concepts “PERFORMANCE STANDARDS – EVALUATION – EXPLICIT RULES AND STANDARDS” scored 16% of this category. “PROJECT AND POLICY ANALYSIS OR EVALUATION” was mentioned only once.

To modernize the public administration is to load it with qualified human assets. The concepts “COMPETENT – QUALIFIED – SPECIALIZED PERSONNEL” scored 26.22% of this category and 10.21% of total entries. This shows that the reform-planners are aware of the current condition of civil servants and are trying to improve it. The concept

“TRAINING” was recurrently mentioned with a score of 14.67% which shows that the reformers plan to invest heavily in human capital.

It should be noted that the most important obstacle to any reform plan comes from civil servants who might resist change. Extensive and adequate training combined with the appropriate incentives could help not only to minimize resistance but also boost employees' performance. Therefore if any strategy, no matter how good it is, fails to address civil servants' concerns, and does not try to change them from recipients into actors in the reform, it is threatened with failure. Civil servants' inputs on expected implementation problems should also be included in the reform plan.

The concepts “EFFECTIVENESS – PRODUCTIVITY LEVEL – EFFICIENCY” scored 22.22% of this category and 8.65% of total entries. Any reform strategy would stress these concepts but how it plans on achieving them is the most important question.

Another principle stressed by Osborne and Gaebler (1992, p. 49-50) is building community-owned government through empowering rather than serving. The citizens, the civil society, and the private sector should participate with the government to achieve better results that would please all parties. According to NPM, the state plays the role of a partner, a catalyst and a facilitator for economic and social development. The concepts “CITIZEN PARTICIPATION – CIVIL SOCIETY PARTICIPATION – PARTNERSHIP WITH PRIVATE SECTOR” scored 12% of this category and 4.67% of total entries.

As a conclusion, it can be noticed that the reform strategy recurrently stresses the importance of human capital in the public sector and calls for competent and

qualified civil servants and highlights the importance of on-the-job training. The strategy also calls for rewarding good performance, but it does not try to shield the public service from political intervention and thus the rewarding system could become a system to reward patronage.

d. The Three Categories:

| Category | Market-type Mechanism | Managerial Improvement and Organizational Restructuring | Focus on Performance |
|--------------------|-----------------------|---|----------------------|
| Number of Entries | 49 | 304 | 225 |
| % of Total Entries | 8.48% | 52.60% | 38.93% |

Table 7 - Scores of the Three Categories

At this point, it is worth noting that the second category, Managerial Improvement and Organizational Restructuring, was the most mentioned in 2011's strategy for reform; however the content analysis showed that the sum of concepts related to Managerial Improvements scored below 1% of total entries. Thus the reform strategy focuses only on organizational restructuring. Concepts related to information technology scored a solid 17% of total entries and those related to accountability and other principles such as rule of law, transparency, and good governance scored around 19%. The category of Market-type Mechanism scored 8.48%, but if the score of One-stop shop was deducted the category's score would be 6% only. The third category, Focus on Performance, scored around 39% of total entries, if the scores related to the concepts of employees' competency and training were deducted the score will not exceed 20% and it all focus on rewarding employees.

It can be concluded, at this point, that OMSAR reform planners seek to computerize most procedures in the public administration and create one-stop-shops to

meet the growing demands of the public; they also plan on introducing new principles such as rule of law, transparency, and good governance to improve the government's credibility; and seek to improve employees' performance through training. The strategy neither tries to expose the public administration to market forces nor to management techniques; moreover, when it comes to performance, the strategy introduces new ways to reward employees but does not try to punish poor performance or attract competent employees from the private sector.

The strategy for reform selectively focused on few principles related to modernization and totally ignored others which stand as backbone of NPM thus the strategy diverges from NPM. A further study could be done to check whether the strategy relates more to the traditional school of public management. A content analysis might be used to perform such a study.

Part Two: Concerns of the Reform Strategy

The second part of this chapter focus on the principles which were recurrently stressed in the reform strategy but were not previously defined as concepts to be coded.

a. The Use of the Term CITIZEN as Compared to CONSUMER:

According to Pollitt, a body of proven management ideas and techniques should be used to reform the public administration, and citizens, who interact with public sector organizations, should be considered as consumers and customers (Pollitt, 1998). NPM

creates a customer driven public administration that takes into consideration choice. OMSAR's reform strategy diverges widely from NPM since the terms "CONSUMERS – CUSTOMERS – CHOICE" were not used whereas the term "CITIZEN" was used 98 times.

It should be noted that "choice" is not all advantageous because, as Metcalfe (1998, p. 10-11) puts it, NPM pays little attention to the involvement of citizens, and regard the users of public services as clients or customers rather than as members of a democratic state who have rights. The reform planners might share Metcalfe's point of view and consciously chose to avoid referring to citizens as consumers.

b. Political Commitment

NPM calls for a public administration that is politically neutral. The reform strategy does not. It is also worth noting that the reform planners call for political commitment to the reform because they realize to what extent public administration issues are political issues and need political consensus to be modernized. They realize that without political commitment, the reform strategy is doomed to failure. The term "POLITICAL COMMITMENT" was mentioned 30 times.

The lack of political support to administrative reform and the instability of the political system restrain development and cause discontinuity in the reform program.

c. Hiring Versus Firing

The term "HIRING" scored 13 whereas "FIRING" scored zero. The reform strategy calls for adopting accurate and scientific mechanisms for hiring civil servants based on their

competencies and qualifications; however it mentions nothing about the possibility of firing unqualified and inefficient employees. It could be that the reform planners prefer to leave this issue pending for political reasons and in hope to minimize civil servants' resistance to the reform strategy.

d. Strategic Overview for a MODERN Public Administration

The main goal of the reform strategy is to establish a modern and contemporary public administration. This administration should depend on qualified personnel characterized by their performance and capacity to use modern administrative and IT systems. It should seek, in the light of the rule of law and good governance, the renovation and modernization of all elements of the public sector: legal, regulatory, human and technical. The term "MODERN" scored 48 entries, it should be noted that the reform strategy call for modernizing the state thus choosing from the NPM paradigm the principles that fit its view of a modern state.

e. Managing Change

In order to establish a culture of support for the reform strategy, minimize resistance, raise awareness, persuasion and participation, and identify and prepare change agents, the reform strategy proposes a special program for the creation of mechanisms to "MANAGE CHANGE". The program aims to develop a specialized mechanism to manage change in order to keep up with the reform projects and work on implementing them and ensuring their sustainability.

f. Statistics

Reform planners need figures to build and draw an educated plan based on previous experiences and tailored to the country's needs and capacities.

Planning in the Lebanese public administration remains inefficient due to obstacles related to lack of computerization and deficiency of statistics. OMSAR's reform plan mentions the term "STATISTICS" 12 times and makes it clear that the public sector lacks support at decision making centers due to inaccurate statistics and the absence of objective analytic studies which help in policy making and planning. Accurate statistics develop the capacity of the public administration to identify, evaluate, design, implement and monitor projects.

g. Simplifying Procedures

The reform strategy calls for improving the regulatory and procedural framework for public administration through the review of documents and the simplification and streamlining of procedures, especially those related to the delivery of public services.

To guarantee effectiveness, administrative procedures should be clear and transparent. According to the reform strategy, this can be achieved through the following measures:

1. Reconsidering procedures to check their effectiveness;
2. Getting rid of unnecessary, costly, and complicated bureaucratic procedures;
3. Simplifying procedures;

4. Increasing IT usage to replace routine bureaucratic procedures;
5. Facilitating the access of citizens to administrative information through the internet, i.e. networking through E-Government ;
6. Adopting effective complaints system to reinforce communication between the state and citizens;
7. Adopting One-Stop-Shops to facilitate handling citizen's procedures.

Public administrations have to be modernized and should replace current work procedures with new simplified procedures based on information management, knowledge, and communication. This requires change not only in administrations' front desks, but also through merging databases and reengineering basic procedures inside and within administrations.

h. Citizens' Trust

Using conventional working tools, adopting unclear procedures, subjectivity of civil servants, inadequate administrative behaviors, neglecting citizens' complaints, using IT ineffectively... led to delaying and complicating administrative work, thus destabilizing the trust between the citizens and the public administration.

OMSAR realized that the lack of trust in the public administration makes any reform attempt useless. The State has to regain citizens' trust through adopting the best principles and practices related to integrity, openness and the rule of law. The reform strategy attempts to reinforce trust. It explains that public administrations should give civil society organizations (CSOs) the chance to participate and discuss policies, programs and projects and their opinion should be taken into consideration. Moreover,

the public administration should deploy enough efforts to effectively explain and promote new policies and programs. The relation between the two has to be participatory and interactive rather than submissive.

i. Updating Laws and Regulations

Laws and regulations provide support to all types of reforms and play an important role in holding governments accountable, providing quality services to citizens, and holding citizens accountable in performing their roles properly. All types of administrative reforms require adequate legislation.

Whenever a country agrees on international conventions, signs agreements, gets funds from international donors, plans on strengthening the local economy... it should review its existing laws and regulations to see how best to modernize and harmonize them with the new concepts of reform and the country's new obligations and commitments; moreover, as societal matters evolve and new issues arise, the need to develop, amend and formulate new laws increases, and from an economic perspective, domestic and foreign investors need assurance that the rule of law prevail.

When laws and regulations are outdated, lack enforcement mechanisms, or need serious review, any reform plan is doomed with failure. OMSAR plans not only on updating laws and regulations but also focuses also on implementation which is the main challenge. Several laws remained dead letters due to resistance to change from civil servants, the culture of non-trust in the government, reluctance in imposing sanctions on every abuse of the law, lack of political commitment, lack of implementation mechanisms and decrees...

Part Three – The Conclusion

OMSAR put in place an overall strategy for administrative reform based on an assessment of the needs and problems of the Lebanese Public Administration. The key elements of the strategy can be summarized as follows: re-examining the overall role and functions of the state, streamlining the structure of the public administration, modernizing procedures, strengthening the government's capabilities for developing and implementing policies, improving the quality of personnel, encouraging results-oriented management, orienting the public administration towards better citizens' service, strengthening the efforts of government to promote higher standards of integrity and ethical conduct, and introducing new principles to the Lebanese Public Administration such as legality, good governance, accountability, responsiveness, transparency, rule of law ...

This content analysis shows that 2011's Strategy for the Reform and Development of Public Administration in Lebanon adopts several principles of NPM, but after dissecting NPM into well-defined concepts and coding the strategy accordingly, the result was clear:

2011's Strategy for the Reform and Development of Public Administration in Lebanon diverges significantly from NPM paradigm...

This study tries to understand to what extent NPM school influenced the reform planners. It does not imply, in any way, that the Lebanese reform plan should be inspired by NPM. The result showed that the strategy diverges significantly from NPM

but it does not imply that the strategy is not good enough. Maybe it's not so bad that the Lebanese reform strategy diverges from NPM principles because after all, as NPM critics puts it, treating citizens merely as customers takes away their participatory rights and duties; the abolition of career civil service leads to the erosion of administrative capacity; outsourcing has proven to be excessively expensive; project management is more expensive and less accountable; NPM is incompatible with democratic values of fairness, equality, and impartiality; the lessening of rules and increased flexibility might lead to administrative corruption due to political intervention

In Lebanon, the need to reform public administration is seen as urgency; however, reform planners do not have to choose a paradigm and uncritically apply all its principles. On the contrary, when designing the reform plan, they can selectively choose the tools they regard as essential from different paradigms. In Lebanon's case, "one size fits all" wouldn't work; Lebanon's unique culture, consociational democracy, economic capacities, lack of primary resources, abundant human skills, PA's inherent problems, citizens' view of the PA, needs of civil servants ... should all be considered when designing the reform strategy.

OMSAR reform planners do not seek to apply NPM; Most of its principles create political resistance and therefore the reform planners avoided NPM altogether and preferred a strategy that **modernizes the traditional public administration of Lebanon**. However this statement needs further study. Moreover, for the government to discuss a global reform strategy, there should be first a political consensus on the **role of the**

government, is there a political consensus and a clear vision of that role in Lebanon, if yes, what is this role.

Most of the reform programs and attempts launched were subject to failure due to many problems. However, if reformers anticipate possible problems and try to include in the reform plan the necessary tools to overcome them, the plan has as a better chance to succeed.

At the end, it does not really matter if NPM paradigm or another paradigm inspires the Lebanese reform. In the Lebanese case, any reform will be good. Another essential component of any reform initiative is a CHAMPION. A champion who would design the reform plan, make sure it's implemented, and takes credit for its success. With the upcoming of every new president and new cabinet, the Lebanese people hope the champion would assume his responsibilities and take charge.

Appendix 1: The Coding Scheme

| | | | |
|---|--|--|--|
| The coding scheme includes all rules and guidelines to be used when coding the sample. | | | |
| Analyse the data minutely: | | | |
| When conducting the initial coding procedure, it is important to analyze data minutely ... more is better. | | | |
| When tired STOP | | | |
| Single Classification: | | | |
| Phrase should be assigned to only one dimension in a given category, the one where it fit best. Multiple classifications are not allowed. | | | |
| Manifest Analysis : | | | |
| Underlying meaning of statements is referred to with "*" and classified in a specified cell | | | |
| If a phrase or word has the same meaning as a concept listed in the table of concepts, it is referred to with the code of the concept followed by "*" in the Latent cell. | | | |
| <u>The Data Sheet</u> | | | |
| Unique Number: Refers to page and line. | | | |
| 1st cell refer to page and second cell refers to line | | | |
| ex: 4 - 17 means line 17 of page number 4. | | | |
| Coder ID: Each coder is given an identification number. | | | |
| (Coder ID is very useful during pilot study) | | | |
| Categories: | | | |
| M for 1st category: The Use of Market-type Mechanisms, | | | |
| O for 2nd Category: Managerial Improvement and Organizational Restructuring, | | | |
| P for 3rd Category: Focus on Performance. | | | |
| Unit of analysis: | | | |
| Each unit of Analysis has a code as shown in the table below. | | | |

| Market-type Mechanism | | Managerial Improvement and Organizational Restructuring | | Focus on Performance | |
|-----------------------|--|---|---|----------------------|---|
| M | | O | | P | |
| 1 | Privatization - Franchise - Competition | 1 | Accountability- Monitoring - Monitoring bodies | 1 | Flexible pay |
| 2 | Rationalization | 2 | Freedom to manage | 2 | Firing |
| 3 | Outsourcing | 3 | Flexibility | 3 | Responsibility - Responsibilities and duties or roles |
| 4 | One-stop shops | 4 | Autonomy | 4 | Training |
| 5 | Contract - Public Tendering | 5 | Contractual relationship | 5 | Performance standards - Evaluation - Explicit and clear standards |
| 6 | Budget cuts -Cutting cost- Limited resources -Spending constraints | 6 | Delegation | 6 | Efficiency - Effectiveness - Productivity level |
| 7 | Cost-effective | 7 | Proactive manager | 7 | Well defined goals - Objective |
| 8 | Customers - Customer-driven - Choice | 8 | Entrepreneurial | 8 | Results - Outputs - Outcomes |
| 9 | Use of private sector techniques | 9 | Decentralization - Debureaucratization | 9 | Rewards - Incentives- Promotion |
| 10 | Level of Service | 10 | Organizational structure - Reinventing - Reengineering | 10 | Project and policy analysis and evaluation |
| | | 11 | Smaller units - Downsizing - Disaggregation of departments | 11 | Citizen participation - Civil society participation - Partnership with private sector |
| | | 12 | Arms-length | 12 | Competent - Qualified - Specialized personnel |
| | | 13 | Lean - Responsive | | |
| | | 14 | Case management | | |
| | | 15 | Information technology - Computerization | | |
| | | 16 | Political neutrality - Apolitical | | |
| | | 17 | Good governance - Rule of law - Transparency | | |
| | | 18 | Policy making- Strategic planning - Long and medium term plans or goals | | |

Appendix 2: The Results

| | Category | Market-type Mechanism | Managerial Improvement and Organizational Restructuring | Focus on Performance | |
|------------------------------|---|-----------------------|---|----------------------------------|------------------------------|
| | Number of Entries | 49 | 304 | 225 | |
| | % of Total Entries | 8.48% | 52.60% | 38.93% | |
| Market-type Mechanism | | | | | |
| | | | | | |
| | | | | | |
| Concept | Privatization (0) - Franchise (0) - Competition | Rationalization | Outsourcing | One-stop Shops | Contracts - Public Tendering |
| Code | M1 | M2 | M3 | M4 | M5 |
| Number of Entries | 3 | 0 | 6 | 14 | 10 |
| % of Category | 6.12% | 0.00% | 12.24% | 28.57% | 20.41% |
| % of Total Entries | 0.52% | 0.00% | 1.04% | 2.42% | 1.73% |
| | | | | | |
| | | | | | |
| Concept | Budget Cuts - Cutting Cost-Limited Resources - | Cost-effective | Customers - Customer-driven - Choice | Use of Private Sector Techniques | Level of Service |
| Code | M6 | M7 | M8 | M9 | M10 |
| Number of Entries | 6 | 0 | 0 | 3 | 7 |
| % of Category | 12.24% | 0.00% | 0.00% | 6.12% | 14.29% |
| % of Total Entries | 1.04% | 0.00% | 0.00% | 0.52% | 1.21% |
| | | | | | |

| Managerial Improvement and Organizational Restructuring | | | | | | |
|---|---|-------------------|---|--|--|--|
| Concept | Accountability - Monitoring - Monitoring Bodies | Freedom to Manage | Flexibility | Autonomy | Contractual Relationship | Delegation |
| Code | O1 | O2 | O3 | O4 | O5 | O6 |
| Number of Entries | 75 | 0 | 5 | 0 | 0 | 2 |
| % of Category | 24.67% | 0.00% | 1.64% | 0.00% | 0.00% | 0.66% |
| % of Total Entries | 12.98% | 0.00% | 0.87% | 0.00% | 0.00% | 0.35% |
| Concept | Proactive Manager | Entrepreneurial | Decentralization - Centralization - Debureaucratization | Organizational Structure - Reinventing - Reengineering | Smaller Units - Downsizing - Disaggregation of Departments | Arms-length |
| Code | O7 | O8 | O9 | O10 | O11 | O12 |
| Number of Entries | 0 | 1 | 15 | 32 | 0 | 0 |
| % of Category | 0.00% | 0.33% | 4.93% | 10.53% | 0.00% | 0.00% |
| % of Total Entries | 0.00% | 0.17% | 2.60% | 5.54% | 0.00% | 0.00% |
| Concept | Lean - Responsive | Case Management | Information Technology - Computerization | Political Neutrality - Apolitical | Good Governance (11) - Rule of Law(4) - Transparency(23) | Policy Making - Strategic Planning - Long and Medium Term Plans or Goals |
| Code | O13 | O14 | O15 | O16 | O17 | O18 |
| Number of Entries | 3 | 0 | 98 | 0 | 38 | 35 |
| % of Category | 0.99% | 0.00% | 32.24% | 0.00% | 12.50% | 11.51% |
| % of Total Entries | 0.52% | 0.00% | 16.96% | 0.00% | 6.57% | 6.06% |

| Focus on Performance | | | | | | |
|----------------------|---------------------------------|---------------------------|---|---|---|--|
| Concept | Flexible Pay | Firing | Responsibility - Responsibilities and Duties or Roles | Training | Performance Standards - Evaluation - Explicit and Clear Standards | Efficiency - Effectiveness - Productivity Level |
| Code | P1 | P2 | P3 | P4 | P5 | P6 |
| Number of Entries | 0 | 0 | 22 | 33 | 36 | 50 |
| % of Category | 0.00% | 0.00% | 9.78% | 14.67% | 16.00% | 22.22% |
| % of Total Entries | 0.00% | 0.00% | 3.81% | 5.71% | 6.23% | 8.65% |
| Concept | Well Defined Goals or Objective | Results-Outputs- Outcomes | Rewards - Incentives- Promotion | Project and Policy Analysis or Evaluation | Citizen Participation - Civil Society Participation - Partnership with Private Sector | Competent, Qualified, Specialized Personnel - Training |
| Code | P7 | P8 | P9 | P10 | P11 | P12 |
| Number of Entries | 1 | 19 | 8 | 1 | 27 | 28 |
| % of Category | 0.44% | 8.44% | 3.56% | 0.44% | 12.00% | 12.44% |
| % of Total Entries | 0.17% | 3.29% | 1.38% | 0.17% | 4.67% | 4.84% |

Appendix 3: The Data Collection Form

| | | | | | | | |
|--------|----|---|---|---------|----|---|---|
| 4 - 5 | 15 | O | | 8 - 14 | 1 | O | |
| 4 - 6 | 8 | P | | 8 - 14 | 1 | O | |
| 4 - 7 | 10 | M | | 8 - 15 | 17 | O | |
| 4 - 8 | 17 | O | | 8 - 16 | 13 | O | |
| 4 - 9 | 1 | O | | 8 - 17 | 5 | P | |
| 4 - 9 | 1 | O | | 8 - 17 | 5 | P | |
| 4 - 10 | 17 | O | | 8 - 18 | 8 | P | * |
| 4 - 12 | 15 | O | | 8 - 19 | 11 | P | * |
| 4 - 14 | 18 | O | | 8 - 26 | 10 | O | |
| 4 - 20 | 18 | O | * | 8 - 28 | 1 | O | |
| 4 - 28 | 7 | P | | 8 - 29 | 12 | P | |
| 4 - 28 | 8 | P | | 8 - 30 | 18 | O | |
| 4 - 29 | 8 | P | | 9 - 1 | 17 | O | |
| 4 - 29 | 5 | P | | 9 - 1 | 17 | O | |
| 5 - 6 | 6 | P | | 9 - 1 | 1 | O | |
| 6 - 12 | 10 | O | * | 9 - 3 | 8 | P | |
| 6 - 13 | 10 | O | | 9 - 4 | 15 | O | |
| 6 - 13 | 10 | O | | 9 - 4 | 15 | O | |
| 6 - 13 | 10 | O | * | 9 - 6 | 11 | P | * |
| 6 - 14 | 3 | O | | 9 - 28 | 8 | P | |
| 6 - 21 | 4 | P | | 9 - 28 | 8 | P | |
| 6 - 21 | 6 | P | | 9 - 28 | 5 | P | |
| 6 - 25 | 18 | O | | 9 - 31 | 17 | O | |
| 7 - 6 | 18 | O | | 9 - 31 | 1 | O | |
| 7 - 7 | 18 | O | | 9 - 31 | 17 | O | |
| 7 - 7 | 18 | O | | 10 - 7 | 10 | O | |
| 7 - 9 | 10 | O | | 10 - 9 | 12 | P | |
| 7 - 11 | 10 | O | | 10 - 10 | 1 | O | |
| 7 - 12 | 10 | O | | 10 - 10 | 5 | P | |
| 7 - 15 | 6 | P | | 10 - 23 | 4 | P | * |
| 7 - 17 | 4 | M | | 10 - 25 | 6 | P | |
| 7 - 20 | 10 | O | * | 10 - 26 | 11 | P | |
| 7 - 22 | 1 | O | | 10 - 29 | 9 | O | * |
| 7 - 22 | 1 | O | | 10 - 30 | 9 | O | |
| 7 - 22 | 1 | O | | 10 - 31 | 4 | M | * |
| 7 - 24 | 15 | O | | 10 - 34 | 15 | O | |
| 7 - 24 | 15 | O | | 10 - 34 | 15 | O | |
| 7 - 25 | 15 | O | | 11 - 1 | 15 | O | * |
| 7 - 25 | 12 | P | | 11 - 3 | 15 | O | * |
| 7 - 26 | 15 | O | | 11 - 4 | 8 | P | |
| 8 - 6 | 6 | P | * | 11 - 4 | 8 | P | |
| 8 - 8 | 12 | P | | 11 - 5 | 4 | M | |
| 8 - 9 | 12 | P | | 11 - 15 | 11 | P | |
| 8 - 10 | 17 | O | | 11 - 24 | 10 | P | |
| 8 - 13 | 17 | O | | | | | |

| Unique number | Coder ID | Unit of Analysis | Category | Latent |
|---------------|----------|------------------|----------|--------|
| 12 | 3 | 10 | O | * |
| 12 | 5 | 10 | O | |
| 12 | 6 | 10 | O | |
| 12 | 8 | 3 | O | |
| 12 | 9 | 9 | M | |
| 12 | 10 | 11 | P | |
| 12 | 12 | 6 | P | |
| 12 | 19 | 1 | O | |
| 12 | 24 | 6 | P | |
| 12 | 27 | 11 | P | |
| 12 | 33 | 11 | P | |
| 13 | 3 | 12 | P | * |
| 13 | 3 | 18 | O | |
| 13 | 5 | 17 | O | |
| 13 | 6 | 1 | O | |
| 13 | 6 | 1 | O | |
| 13 | 9 | 15 | O | * |
| 13 | 10 | 15 | O | * |
| 13 | 12 | 6 | P | |
| 13 | 20 | 1 | O | |
| 13 | 23 | 12 | P | |
| 13 | 26 | 4 | M | |
| 13 | 27 | 15 | O | |
| 13 | 28 | 12 | P | |
| 13 | 30 | 12 | P | |
| 13 | 33 | 12 | P | |
| 13 | 34 | 12 | P | |
| 14 | 3 | 1 | O | |
| 14 | 3 | 15 | O | |
| 14 | 6 | 6 | P | |
| 14 | 7 | 1 | O | |

INTRODUCTION

| Unique number | Coder ID | Unit of Analysis | Category | Latent |
|---------------|----------|------------------|----------|--------|
| 16 | 4 | 5 | P | |
| 16 | 4 | 6 | P | |
| 16 | 12 | 4 | P | |
| 16 | 12 | 6 | P | |
| 16 | 13 | 10 | M | * |
| 16 | 17 | 6 | P | |
| 16 | 20 | 10 | O | * |
| 16 | 22 | 3 | P | |
| 16 | 23 | 18 | O | |
| 16 | 24 | 6 | P | |
| 16 | 24 | 1 | O | |
| 16 | 25 | 1 | O | |
| 17 | 1 | 6 | P | |
| 17 | 1 | 6 | P | |
| 17 | 1 | 15 | O | |
| 17 | 8 | 18 | O | |
| 17 | 22 | 18 | O | |
| 18 | 4 | 1 | O | |
| 18 | 13 | 17 | O | |
| 18 | 15 | 1 | O | |
| 18 | 20 | 4 | P | |
| 18 | 21 | 15 | O | |
| 18 | 23 | 15 | O | |
| 18 | 24 | 15 | O | |
| 18 | 24 | 4 | P | |
| 18 | 25 | 15 | O | |
| 19 | 4 | 18 | O | |
| 19 | 5 | 10 | O | |
| 19 | 6 | 1 | O | |
| 19 | 6 | 5 | P | |
| 19 | 6 | 15 | O | |
| 19 | 9 | 18 | O | |
| 19 | 10 | 18 | O | |
| 19 | 11 | 18 | O | |
| 19 | 16 | 12 | P | |
| 19 | 17 | 15 | O | |
| 19 | 19 | 18 | O | |
| 19 | 20 | 10 | O | |
| 19 | 21 | 9 | O | |
| 19 | 22 | 9 | O | |
| 19 | 26 | 10 | O | |
| 20 | 2 | 3 | P | |
| 20 | 3 | 3 | P | |
| 20 | 7 | 17 | O | |
| 20 | 9 | 3 | P | |
| 20 | 15 | 10 | M | |
| 20 | 18 | 12 | P | |
| 20 | 28 | 15 | O | |
| 20 | 31 | 4 | M | |
| 21 | 6 | 6 | P | |
| 21 | 7 | 11 | P | |
| 21 | 10 | 6 | P | |

Part One - Reality and Problems of the Public Administration

| Unique number | Coder ID | Unit of Analysis | Category | Latent |
|---------------|----------|------------------|----------|--------|
| 21 | 14 | 10 | O | |
| 21 | 18 | 5 | P | |
| 21 | 19 | 4 | P | |
| 21 | 22 | 10 | O | |
| 21 | 29 | 3 | P | |
| 21 | 31 | 12 | P | |
| 22 | 2 | 1 | O | |
| 22 | 3 | 5 | M | |
| 22 | 7 | 4 | P | |
| 22 | 10 | 3 | P | |
| 22 | 12 | 5 | P | * |
| 22 | 12 | 9 | P | |
| 22 | 13 | 9 | P | |
| 22 | 19 | 4 | P | |
| 22 | 19 | 12 | P | |
| 22 | 20 | 4 | P | |
| 22 | 21 | 4 | P | |
| 22 | 22 | 4 | P | |
| 22 | 29 | 10 | O | |
| 22 | 31 | 9 | P | |
| 22 | 32 | 9 | P | |
| 22 | 33 | 6 | P | |
| 22 | 34 | 1 | O | |
| 22 | 34 | 1 | O | |
| 23 | 5 | 3 | P | |
| 23 | 8 | 9 | P | |
| 23 | 9 | 5 | P | |
| 23 | 10 | 6 | P | |
| 24 | 8 | 1 | O | |
| 24 | 8 | 5 | P | |
| 24 | 9 | 1 | O | |
| 24 | 9 | 5 | P | |
| 24 | 11 | 1 | O | |
| 24 | 20 | 1 | O | |
| 24 | 20 | 5 | P | |
| 24 | 21 | 15 | O | |
| 24 | 22 | 15 | O | |
| 24 | 23 | 15 | O | * |
| 24 | 28 | 15 | O | |
| 24 | 28 | 1 | O | |
| 24 | 29 | 12 | P | |
| 24 | 29 | 15 | O | |
| 24 | 31 | 15 | O | |
| 25 | 1 | 15 | O | |
| 25 | 3 | 15 | O | |
| 25 | 11 | 15 | O | |
| 25 | 13 | 4 | M | |
| 26 | 17 | 9 | P | |
| 26 | 20 | 6 | P | |
| 26 | 22 | 10 | O | * |
| 26 | 31 | 12 | P | |
| 26 | 32 | 12 | P | |

| | | | | | | | | | | | | | |
|----|----|----|-----|--|----|----|----|-----|--|----|----|----|-----|
| 29 | 5 | 6 | P | | 32 | 16 | 15 | O | | 37 | 5 | 6 | M |
| 29 | 5 | 6 | P | | 32 | 21 | 18 | O | | 37 | 7 | 17 | O * |
| 29 | 7 | 12 | P | | 32 | 24 | 18 | O | | 37 | 11 | 18 | O |
| 29 | 8 | 15 | O | | 32 | 25 | 18 | O | | 37 | 13 | 11 | P * |
| 29 | 9 | 11 | P | | 33 | 4 | 5 | M | | 37 | 13 | 6 | P |
| 29 | 10 | 12 | P | | 33 | 14 | 15 | O | | 37 | 16 | 17 | O |
| 29 | 10 | 17 | O | | 33 | 14 | 15 | O | | 37 | 16 | 17 | O |
| 29 | 10 | 17 | O | | 34 | 4 | 10 | O * | | 37 | 16 | 1 | O |
| 29 | 11 | 10 | O * | | 34 | 5 | 3 | P | | 37 | 19 | 17 | O |
| 29 | 14 | 6 | P | | 34 | 6 | 10 | O | | 37 | 22 | 1 | O |
| 29 | 14 | 5 | P | | 34 | 8 | 3 | P | | 37 | 23 | 17 | O * |
| 29 | 15 | 6 | P | | 34 | 11 | 1 | O | | 37 | 25 | 6 | P |
| 29 | 15 | 15 | O | | 34 | 14 | 9 | O * | | 37 | 27 | 17 | O |
| 29 | 19 | 15 | O * | | 34 | 14 | 3 | P | | 37 | 27 | 1 | O |
| 29 | 20 | 15 | O * | | 34 | 15 | 8 | O | | 38 | 1 | 11 | P * |
| 29 | 24 | 17 | O | | 34 | 17 | 1 | O | | 38 | 5 | 18 | O |
| 29 | 24 | 1 | O | | 34 | 18 | 10 | O * | | 38 | 6 | 13 | O * |
| 29 | 24 | 10 | M * | | 34 | 20 | 6 | P | | 38 | 7 | 6 | P |
| 29 | 25 | 11 | P | | 34 | 24 | 9 | O * | | 38 | 9 | 10 | O |
| 29 | 25 | 11 | P | | 34 | 26 | 10 | O * | | 38 | 9 | 6 | P |
| 30 | 4 | 17 | O | | 34 | 27 | 1 | O | | 38 | 12 | 15 | O |
| 30 | 10 | 6 | P | | 34 | 28 | 8 | P | | 38 | 14 | 8 | P |
| 30 | 14 | 1 | O | | 34 | 33 | 3 | P * | | 38 | 14 | 6 | P |
| 30 | 14 | 1 | O | | 35 | 1 | 3 | P | | 38 | 15 | 15 | O |
| 30 | 15 | 1 | O | | 35 | 1 | 1 | O | | 38 | 19 | 15 | O * |
| 30 | 15 | 1 | O | | 35 | 3 | 1 | O | | 38 | 20 | 11 | P * |
| 30 | 15 | 3 | P | | 35 | 5 | 1 | O | | 38 | 28 | 4 | M |
| 30 | 17 | 1 | O * | | 35 | 6 | 1 | O | | 39 | 3 | 8 | P |
| 30 | 18 | 6 | P | | 35 | 10 | 5 | P | | 39 | 3 | 10 | M * |
| 30 | 19 | 1 | O | | 35 | 12 | 6 | M * | | 39 | 5 | 15 | O |
| 30 | 20 | 3 | P | | 35 | 13 | 6 | M * | | 39 | 5 | 15 | O * |
| 30 | 22 | 5 | P | | 35 | 14 | 8 | P | | 39 | 7 | 15 | O * |
| 30 | 24 | 17 | O | | 35 | 14 | 6 | P | | 39 | 10 | 10 | O |
| 30 | 29 | 17 | O | | 35 | 15 | 6 | P | | 39 | 11 | 15 | O * |
| 31 | 1 | 9 | O * | | 35 | 22 | 3 | P | | 39 | 12 | 15 | O |
| 31 | 3 | 10 | M * | | 35 | 28 | 1 | O | | 39 | 12 | 15 | O * |
| 31 | 4 | 17 | O | | 35 | 30 | 1 | O | | 39 | 13 | 18 | O |
| 31 | 6 | 3 | P | | 35 | 34 | 5 | P | | 39 | 14 | 15 | O |
| 31 | 8 | 5 | P | | 36 | 3 | 6 | P | | 39 | 20 | 15 | O * |
| 31 | 11 | 6 | P | | 36 | 6 | 5 | P | | 39 | 29 | 11 | P |
| 31 | 12 | 1 | O | | 36 | 7 | 5 | P | | 39 | 31 | 18 | O * |
| 31 | 15 | 5 | P | | 36 | 10 | 12 | P | | 39 | 32 | 11 | P |
| 31 | 16 | 5 | P * | | 36 | 12 | 3 | O | | 39 | 33 | 9 | M * |
| 31 | 17 | 11 | P | | 36 | 14 | 8 | P | | 40 | 3 | 3 | M |
| 31 | 20 | 11 | P | | 36 | 18 | 6 | P | | 40 | 4 | 3 | O |
| 31 | 23 | 9 | M * | | 36 | 19 | 6 | M | | 40 | 16 | 3 | P |
| 31 | 25 | 13 | O * | | 36 | 21 | 1 | O | | 40 | 22 | 6 | P |
| 31 | 27 | 9 | P | | 36 | 22 | 5 | P | | 40 | 32 | 18 | O |
| 31 | 28 | 1 | O | | 36 | 22 | 12 | P | | 41 | 12 | 1 | O |
| 31 | 29 | 6 | P | | 36 | 24 | 17 | O | | 41 | 15 | 1 | O |
| 32 | 5 | 15 | O * | | 36 | 24 | 5 | P | | 41 | 22 | 6 | P |
| 32 | 6 | 15 | O * | | 36 | 26 | 9 | P | | 41 | 23 | 5 | P * |
| 32 | 7 | 15 | O * | | 36 | 32 | 1 | O | | 41 | 32 | 3 | P |
| 32 | 8 | 5 | P | | 36 | 34 | 18 | O | | 41 | 34 | 1 | O |
| 32 | 15 | 15 | O | | 37 | 1 | 4 | P | | 42 | 1 | 3 | M |
| 32 | 15 | 15 | O * | | 37 | 3 | 18 | O | | 42 | 22 | 6 | O * |
| | | | | | 37 | 4 | 18 | O | | 42 | 27 | 11 | P * |

| | | | | | | | | | | | | | |
|----|----|----|---|---|----|----|----|---|---|----|----|----|---|
| 44 | 3 | 18 | O | | 48 | 10 | 1 | O | | 53 | 3 | 4 | P |
| 44 | 8 | 8 | P | | 48 | 11 | 10 | O | * | 53 | 6 | 4 | P |
| 44 | 9 | 8 | P | | 48 | 12 | 5 | P | * | 53 | 12 | 3 | P |
| 44 | 9 | 5 | P | | 48 | 14 | 1 | O | | 53 | 13 | 4 | P |
| 44 | 11 | 17 | O | | 48 | 17 | 1 | O | | 53 | 16 | 5 | P |
| 44 | 11 | 1 | O | | 48 | 18 | 10 | O | * | 53 | 17 | 8 | P |
| 44 | 11 | 17 | O | | 48 | 20 | 18 | O | | 53 | 21 | 6 | P |
| 44 | 17 | 6 | P | | 48 | 25 | 11 | P | | 53 | 28 | 1 | M |
| 44 | 18 | 11 | P | * | 48 | 26 | 3 | M | | 53 | 36 | 1 | M |
| 44 | 19 | 15 | O | | 48 | 28 | 1 | O | | 53 | 37 | 4 | P |
| 44 | 19 | 15 | O | * | 48 | 31 | 6 | P | | 53 | 43 | 4 | P |
| 44 | 23 | 18 | O | | 48 | 35 | 1 | O | | 54 | 4 | 6 | P |
| 45 | 1 | 17 | O | | 48 | 37 | 18 | O | | 54 | 4 | 11 | P |
| 45 | 1 | 1 | O | | 48 | 38 | 4 | P | | 54 | 7 | 9 | O |
| 45 | 1 | 17 | O | | 48 | 40 | 3 | O | | 54 | 14 | 9 | O |
| 45 | 3 | 1 | O | | 48 | 40 | 12 | P | * | 54 | 15 | 9 | O |
| 45 | 6 | 1 | O | | 48 | 41 | 3 | M | | 54 | 17 | 6 | O |
| 45 | 7 | 1 | O | | 48 | 42 | 1 | O | | 54 | 17 | 4 | M |
| 45 | 11 | 5 | M | | 48 | 45 | 18 | O | | 54 | 36 | 4 | P |
| 45 | 12 | 17 | O | * | 48 | 47 | 5 | P | | 54 | 37 | 15 | O |
| 45 | 13 | 5 | M | | 49 | 1 | 18 | O | | 54 | 38 | 4 | M |
| 45 | 17 | 1 | O | | 49 | 2 | 18 | O | | 54 | 38 | 4 | P |
| 45 | 18 | 5 | M | | 49 | 6 | 3 | M | * | 54 | 40 | 11 | P |
| 45 | 24 | 4 | P | | 49 | 7 | 1 | O | | 54 | 43 | 9 | O |
| 45 | 26 | 5 | P | | 49 | 8 | 3 | P | | 54 | 45 | 6 | M |
| 45 | 33 | 5 | M | | 49 | 10 | 12 | P | * | 55 | 1 | 15 | O |
| 45 | 35 | 4 | P | | 49 | 11 | 1 | O | | 55 | 3 | 17 | O |
| 45 | 42 | 5 | P | * | 49 | 15 | 3 | M | * | 55 | 5 | 15 | O |
| 45 | 15 | 17 | O | * | 50 | 10 | 12 | P | * | 55 | 7 | 4 | P |
| 46 | 2 | 5 | M | | 50 | 28 | 4 | P | | 55 | 13 | 4 | M |
| 46 | 3 | 17 | O | | 50 | 32 | 4 | P | | 55 | 17 | 9 | O |
| 46 | 9 | 5 | M | | 50 | 34 | 4 | P | | 55 | 20 | 15 | L |
| 46 | 11 | 5 | P | | 50 | 41 | 11 | P | | 55 | 21 | 15 | O |
| 46 | 13 | 6 | P | | 51 | 12 | 12 | P | | 55 | 21 | 17 | O |
| 46 | 13 | 6 | P | | 51 | 17 | 12 | P | | 55 | 29 | 4 | M |
| 46 | 14 | 5 | P | * | 51 | 22 | 1 | O | | 55 | 32 | 15 | O |
| 46 | 19 | 1 | O | | 51 | 25 | 1 | O | | 55 | 32 | 17 | O |
| 46 | 19 | 6 | M | * | 52 | 20 | 4 | P | | 55 | 36 | 4 | P |
| 46 | 32 | 5 | P | * | 52 | 30 | 12 | P | | 55 | 38 | 4 | M |
| 46 | 40 | 5 | M | | 52 | 33 | 4 | P | | 55 | 39 | 9 | O |
| 46 | 43 | 5 | M | | 52 | 35 | 4 | P | | 55 | 44 | 4 | M |
| 47 | 3 | 11 | P | * | 52 | 35 | 15 | O | * | 55 | 45 | 9 | O |
| 48 | 5 | 10 | O | | 52 | 37 | 15 | O | | 55 | 47 | 3 | P |
| 48 | 5 | 18 | O | | 52 | 37 | 4 | P | | 55 | 48 | 9 | O |
| 48 | 9 | 11 | P | | 52 | 44 | 1 | M | | 56 | 2 | 15 | O |

| Part Three- Plan for the Reform and Development of the Public Administration | | | | | | | Part Four - Suggestions and Implementation Tools | | | | |
|--|----------|------------------|----------|--------|---------------|----------|--|----------|--|--|--|
| Unique number | Coder ID | Unit of Analysis | Category | Latent | Unique number | Coder ID | Unit of Analysis | Category | | | |
| 56 | 2 | 15 | O | * | 59 | 2 | 3 | P | | | |
| 56 | 4 | 6 | P | | 59 | 3 | 6 | P | | | |
| 56 | 4 | 15 | O | | 59 | 4 | 10 | M | | | |
| 56 | 9 | 15 | O | | 59 | 8 | 4 | P | | | |
| 56 | 13 | 15 | O | * | 59 | 9 | 15 | O | | | |
| 56 | 17 | 8 | P | | 59 | 14 | 17 | O | | | |
| 56 | 17 | 8 | P | | 59 | 14 | 1 | O | | | |
| 56 | 20 | 10 | O | * | 59 | 14 | 17 | O | | | |
| 56 | 23 | 15 | O | | 59 | 19 | 6 | P | | | |
| 56 | 26 | 15 | O | * | 59 | 21 | 15 | O | | | |
| 56 | 27 | 15 | O | * | 59 | 21 | 15 | O | | | |
| 56 | 31 | 15 | O | * | 59 | 30 | 11 | P | | | |
| 56 | 33 | 15 | O | | 60 | 11 | 1 | O | | | |
| 56 | 36 | 15 | O | * | 60 | 11 | 5 | P | | | |
| 56 | 38 | 15 | O | * | 60 | 20 | 6 | P | | | |
| 56 | 41 | 15 | O | * | | | | | | | |
| 56 | 42 | 15 | O | * | | | | | | | |
| 57 | 2 | 4 | P | | | | | | | | |
| 57 | 3 | 15 | O | * | | | | | | | |
| 57 | 5 | 15 | O | * | | | | | | | |
| 57 | 6 | 15 | O | * | | | | | | | |
| 57 | 9 | 15 | O | * | | | | | | | |
| 57 | 10 | 15 | O | * | | | | | | | |
| 57 | 12 | 4 | M | | | | | | | | |
| 57 | 13 | 15 | O | * | | | | | | | |
| 57 | 14 | 15 | O | * | | | | | | | |
| 57 | 17 | 15 | O | * | | | | | | | |
| 57 | 21 | 15 | O | * | | | | | | | |
| 57 | 32 | 15 | O | * | | | | | | | |
| 57 | 35 | 15 | O | | | | | | | | |
| 57 | 37 | 15 | O | * | | | | | | | |
| 57 | 40 | 15 | O | * | | | | | | | |
| 57 | 42 | 15 | O | * | | | | | | | |
| 57 | 43 | 15 | O | * | | | | | | | |

Pilot Data Sheet

EXECUTIVE SUMMARY

| Unique number | Coder ID | Unit of Analysis | Category | Latent | Unique number | Coder ID | Unit of Analysis |
|---------------|----------|------------------|----------|--------|---------------|----------|------------------|
| 6 - 13 | 2 | 10 | O | * | 8 - 16 | 2 | 13 |
| 6 - 14 | 2 | 10 | O | | 8 - 17 | 2 | 5 |
| 6 - 14 | 2 | 10 | O | | 8 - 18 | 2 | 8 |
| 6 - 14 | 2 | 10 | O | * | 8 - 19 | 2 | 11 |
| 6 - 15 | 2 | 3 | O | | 8 - 27 | 2 | 3 |
| 6 - 22 | 2 | 5 | P | * | 8 - 27 | 2 | 1 |
| 6 - 22 | 2 | 6 | P | | 8 - 29 | 2 | 12 |
| 6 - 26 | 2 | 18 | O | * | 8 - 30 | 2 | 18 |
| 6 - 29 | 2 | 3 | P | | 9 - 1 | 2 | 17 |
| 7 - 6 | 2 | 18 | O | | 9 - 1 | 2 | 17 |
| 7 - 7 | 2 | 18 | O | | 9 - 1 | 2 | 1 |
| 7 - 7 | 2 | 18 | O | | 9 - 3 | 2 | 8 |
| 7 - 9 | 2 | 10 | O | | 9 - 4 | 2 | 15 |
| 7 - 10 | 2 | 9 | O | | 9 - 4 | 2 | 15 |
| 7 - 11 | 2 | 10 | O | | 9 - 6 | 2 | 11 |
| 7 - 12 | 2 | 10 | O | | 9 - 28 | 2 | 8 |
| 7 - 15 | 2 | 6 | P | | 9 - 28 | 2 | 8 |
| 7 - 17 | 2 | 4 | M | | 9 - 28 | 2 | 5 |
| 7 - 21 | 2 | 12 | P | | 9 - 31 | 2 | 17 |
| 7 - 22 | 2 | 1 | O | | 9 - 31 | 2 | 1 |
| 7 - 22 | 2 | 1 | O | | 9 - 31 | 2 | 17 |
| 7 - 22 | 2 | 1 | O | | 10 - 10 | 2 | 1 |
| 7 - 24 | 2 | 15 | O | | 10 - 23 | 2 | 4 |
| 7 - 24 | 2 | 15 | O | * | 10 - 25 | 2 | 6 |
| 7 - 24 | 2 | 15 | O | | 10 - 26 | 2 | 11 |
| 7 - 25 | 2 | 1 | O | | 10 - 29 | 2 | 9 |
| 7 - 25 | 2 | 12 | P | | 10 - 31 | 2 | 4 |
| 7 - 26 | 2 | 15 | O | | 10 - 34 | 2 | 15 |
| 8 - 6 | 2 | 6 | P | * | 10 - 34 | 2 | 15 |
| 8 - 8 | 2 | 12 | P | | 11 - 1 | 2 | 15 |
| 8 - 9 | 2 | 12 | P | | 11 - 3 | 2 | 15 |
| 8 - 9 | 2 | 15 | O | | 11 - 4 | 2 | 8 |
| 8 - 10 | 2 | 17 | O | | 11 - 4 | 2 | 8 |
| 8 - 13 | 2 | 17 | O | | 11 - 5 | 2 | 4 |
| 8 - 14 | 2 | 1 | O | | 11 | 4 | 8 |
| 8 - 14 | 2 | 1 | O | | 11 | 5 | 4 |
| 8 - 15 | 2 | 17 | O | | | | |

| Calculation of Reliability Estimates | Total O | Total P | Total M | Total # of Entries |
|--------------------------------------|---------|---------|---------|--------------------|
| Results from 1st coder: | 46 | 26 | 3 | 75 |
| Results from 2nd coder: | 44 | 25 | 4 | 73 |
| | | | | |
| Reliability Estimate: | 0.50% | | | |

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