

# **The Emerald Handbook of Public Administration in Latin America**

This page intentionally left blank

# The Emerald Handbook of Public Administration in Latin America

EDITED BY

**B. GUY PETERS**

*University of Pittsburgh, USA*

**CARLOS ALBA TERCEDOR**

*Autonomous University of Madrid, Spain*

**CONRADO RAMOS**

*Universidad de la Republica, Uruguay*



United Kingdom – North America – Japan – India – Malaysia – China

Emerald Publishing Limited  
Howard House, Wagon Lane, Bingley BD16 1WA, UK

First edition 2021

Copyright © 2021 Emerald Publishing Limited.

**Reprints and permissions service**

Contact: [permissions@emeraldinsight.com](mailto:permissions@emeraldinsight.com)

No part of this book may be reproduced, stored in a retrieval system, transmitted in any form or by any means electronic, mechanical, photocopying, recording or otherwise without either the prior written permission of the publisher or a licence permitting restricted copying issued in the UK by The Copyright Licensing Agency and in the USA by The Copyright Clearance Center. Any opinions expressed in the chapters are those of the authors. Whilst Emerald makes every effort to ensure the quality and accuracy of its content, Emerald makes no representation implied or otherwise, as to the chapters' suitability and application and disclaims any warranties, express or implied, to their use.

**British Library Cataloguing in Publication Data**

A catalogue record for this book is available from the British Library

ISBN: 978-1-83982-677-1 (Print)

ISBN: 978-1-83982-676-4 (Online)

ISBN: 978-1-83982-678-8 (Epub)



**ISOQAR**  
REGISTERED

Certificate Number 1985  
ISO 14001

ISOQAR certified  
Management System,  
awarded to Emerald  
for adherence to  
Environmental  
standard  
ISO 14001:2004.



INVESTOR IN PEOPLE

# Table of Contents

About the Editors	<i>ix</i>
List of Contributors	<i>xi</i>
Preface	<i>xv</i>
<b>Introduction: Focus and Book Outline</b>	<i>1</i>
<i>Conrado Ramos and B. Guy Peters</i>	
<b>Chapter 1 A Brief Story of Latin American Public Administration: A Particular Model</b>	<i>9</i>
<i>Conrado Ramos and Alejandro Milanesi</i>	
<b>Country Chapters</b>	
<b>Chapter 2 Public Administration in Argentina: Characterization and Analysis of the Political–Institutional Dynamic</b>	<i>23</i>
<i>Mercedes Iacoviello, Diego Pando and Mercedes Llano</i>	
<b>Chapter 3 Public Administration in Brazil: The Elusive State – Eighty Years Attempting to Build a Professional and Responsive Public Service</b>	<i>53</i>
<i>Francisco Gaetani, Pedro Palotti and Roberto Pires</i>	
<b>Chapter 4 Modernizing the State to Strengthen Democracy: Public Sector Reforms in Chile</b>	<i>81</i>
<i>Susan Alberts, Mireya Dávila and Arturo Valenzuela</i>	

<b>Chapter 5 Colombia: Public Administration in the Midst of Uncertainty</b>	115
<i>Maria Victoria Whittingham</i>	
<b>Chapter 6 Costa Rican Public Administration: Neo-Weberian State, Fragmentation, and Dilemmas</b>	147
<i>Violeta Pallavicini</i>	
<b>Chapter 7 Mexico's Public Administration: Huge Problems, Partial Solutions</b>	177
<i>María del Carmen Pardo</i>	
<b>Chapter 8 Paraguay: The Supremacy of Informality in Public Administration</b>	203
<i>Christian Schuster</i>	
<b>Chapter 9 Public Administration in Uruguay: Modernization in Slow Motion</b>	229
<i>Conrado Ramos, Alejandro Milanesi and Diego Gonnet Ibarra</i>	
<b>Cross Country Chapters</b>	
<b>Chapter 10 The Management of Public Personnel in Latin America: Scope and Limits of a Modern Civil Service</b>	261
<i>José-Luis Méndez</i>	
<b>Chapter 11 Bureaucracy and Politics</b>	289
<i>Juan Javier Negri</i>	
<b>Chapter 12 The Center of Government in Latin America</b>	319
<i>Martín Alessandro and Mariano Lafuente</i>	
<b>Chapter 13 Digital Public Administration in Latin America: Digitalization, Public Innovation, and the Future of Technologies in the Public Sector</b>	343
<i>J. Ignacio Criado</i>	
<b>Chapter 14 The Dilemmas of Governance in Latin America</b>	375
<i>Cristina Zurbriggen</i>	

<b>Chapter 15</b> <b>Good Governance and Corruption in Latin America</b>	<b>407</b>
<i>Manuel Villoria</i>	
<b>Chapter 16</b> <b>Enhancing Accountability Through Results-oriented Monitoring and Evaluation Systems</b>	<b>437</b>
<i>Sonia M. Ospina, Nuria Cunill-Grau and Claudia Maldonado</i>	
<b>Conclusion: The Present and Future of Public Administration in Latin America</b>	<b>475</b>
<i>Conrado Ramos and B. Guy Peters</i>	
Index	489

This page intentionally left blank

## About the Editors

**B. Guy Peters** is Maurice Falk Professor of Government at the University of Pittsburgh, and former president of the International Public Policy Association. He is currently Honorary Editor of the *Journal of Comparative Policy Analysis* and editor of the *International Review of Public Policy*. His most recent publications are *Administrative Traditions* (Oxford University Press) and *Governance, Politics and the State*, second ed. (Macmillan, with Jon Pierre).

**Carlos Alba Tercedor** is Professor Emeritus of Political Science and Public Administration at the Autonomous University of Madrid. During his long career, he wrote extensively in areas such as administrative reform, local government, administrative elites, and administrative reform. He also was involved in a number of projects and consultancies with the government of Spain and a number of international organizations.

**Conrado Ramos** is full Professor of Government and Public Administration at the Department of Political Science of the Faculty of Social Sciences, Universidad de la República. He has published extensively about public administration reforms in Latin America, with focus on civil service systems, models of public management, and the politics of patronage. Among his latest publications are Ramos Larraburu, C. (2019); *The Politics of bureaucracy: A view from the South*. *British Journal of Politics and International Relations*; Panizza, F., Peters, B. G., and Ramos Larraburu, C. R. (2019). Roles, trust, and skills: A typology of patronage appointments. *Public Administration*, 97(1), 147–161; Ramos Larraburu, C., Milanese, A., and Casa, M. (2019). Desafíos de la construcción de servicios civiles en Brasil y Uruguay. *Revista do Serviço Público*, 70(1), 157–187;

This page intentionally left blank

## List of Contributors

- Susan Alberts* Independent Consultant, Washington DC
- Martin Alessandro* Professor of Public Policies at the Master in Public Policies, School of Government, Universidad Torcuato di Tella
- J. Ignacio Criado* Associate Professor/Senior Lecturer in Political Science and Public Administration, and Head, Research Group Innovation, Technology and Public Management, Department of Political Science and International Relations, Universidad Autónoma de Madrid
- Nuria Cunill-Grau* Principal Researcher at CEDER, Universidad de los Lagos, Chile
- Mireya Davila* Assistant Professor in Public Policies at the Institute of Political Studies, Universidad de Chile
- Francisco Gaetani* Coordinator of the Professional Master Program of Public Administration, Fundación Getulio Vargas-Río de Janeiro
- Diego Gonnet Ibarra* Public Policy Specialist at the Office of Planning and Budgeting. Presidency of Uruguay
- Mercedes Iacoviello* Public Administration specialist and Visiting Researcher at CEDES
- Mariano Lafuente* Lead Public Management Specialist at IADB
- Mercedes Llano* Associate Professor in Political Sciences at the Faculty of Political and Social Sciences, Universidad Nacional de Cuyo and Visiting Researcher at CEDES
- Claudia Maldonado* Professor of Public Administration at the Public Administration Division, CIDE-Mexico

*xii List of Contributors*

- José-Luis Méndez* Professor of Political Science at Center for International Studies, El Colegio de Mexico, Mexico
- Alejandro Milanese* Assistant Professor Government and Public Administration at the Department of Political Sciences, Universidad de la República, Uruguay
- Juan Javier Negri* Professor of Political Science at the School of Politics and Government, Universidad Nacional de San Martín, Argentina
- Sonia M. Ospina* Professor of Public Management and Policy at the Wagner Graduate School of Public Service, New York University
- Violeta Pallavicini* Associate Professor in Public Administration at the School of Public Administration, Universidad de Costa Rica
- Pedro Palotti* Researcher at the Institute for Applied Economic Research and Professor in Public Administration at the National School of Public Administration and at the Public Law Institute of Brasilia
- Diego Pando* Professor in Public Management at the School of Business Management, Universidad de San Andrés
- María del Carmen Pardo* Associate Professor in Public Administration at the Public Administration Division, CIDE-Mexico
- Roberto Pires* Researcher at the Institute for Applied Economic Research and Professor at the National School of Public Administration
- Conrado Ramos* Professor of Government and Public Administration at the Department of Political Sciences, Universidad de la República, Uruguay
- Christian Schuster* Professor in Public Management at the School of Public Policy, University College London
- Arturo Valenzuela* Emeritus Professor of Government and International Service, Georgetown University, Washington DC

*Manuel Villoria*

Professor of Political Science and Administration at the Faculty of Social Sciences and Law, Universidad Rey Juan Carlos, Madrid

*María Victoria  
Whittingham*

Professor in Public Policy at the Escuela Superior de Administración Pública, Colombia

*Cristina Zurbriggen*

Aggregate Professor of Public Policies at the Faculty of Social Sciences, Universidad de la República, Uruguay

This page intentionally left blank

## Preface

This *Handbook* is the culmination of many – too many – years of work attempting to bring together a collection of studies of public administration in Latin America. The project began approximately a decade ago and was motivated by the belief that there was inadequate knowledge about public administration in Latin America. There was a great deal of legalistic discussion on the ways administration *should* function, but much less about how public administration in these countries functioned in practice. A number of scholars had been publishing interesting material, but these needed to be brought together and made more accessible to a wider public, especially for an English-speaking readership. The project was started by Carlos Alba and Guy Peters; when additional energy was needed to complete the project, Conrado Ramos joined the editorial team.

The concept behind this *Handbook* was to have some chapters that covered the administrative systems of individual countries, as well as some that covered important topics in public administration across the region. We could not cover all Latin American countries with individual chapters, so attempted to include chapters that provided information about the largest systems, as well as those with distinctive features. Those choices were, of course, also constrained by the availability of authors interested in participating in the project. Likewise, the comparative chapters were intended to cover several important aspects of public administration in these countries; however, there is a big emphasis on issues of accountability, reflecting the history of corruption and clientelism in Latin American administrations.

In addition to those of us with chapters included in this volume, several other people and organizations have helped make this project a reality. We received funding from the Ministry of Public Administration in Spain for an initial conference. The United Nations Development Fund supplied additional resources for cooperation among authors. In addition, the Latin American Studies Center at the University of Pittsburgh provided additional resources.

This book has benefited greatly from the excellent editing and management by Morgan Fairless at the London School of Economics. We would also like to acknowledge the patience and professionalism displayed by Hazel Goodes and her colleagues at Emerald Publishing. They have endured endless delays in the completion of the manuscript with grace and have continued to support the

project regardless. They, like us, are thankful that the project is now complete. We hope the readers of this *Handbook* are equally as happy.

B. Guy Peters  
Conrado Ramos  
Carlos Alba