

Research Trends and Practices in Philippine Public Administration: A Content Analysis of the Philippine Journal of Public Administration, 1990-2019

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ABSTRACT

While the Philippine public administration (PA) research has a long and productive history, research trends and practices in Philippine PA are seldom the subject of recent empirical research. This study aims to fill this literature gap on trends in the study of Philippine PA and governance, as represented in the Philippine Journal of Public Administration. It also describes temporal shifts in research approaches, focus, and citation practices. With content analysis as the principal method of inquiry and analysis, the study examines the following areas of PJPA articles published between 1990 and 2019: article attributes, profile of contributors, methodology, geographic focus, topic or subject area, and citation practices. The study uses data historicization, cross-tabulation, and descriptive statistics. Results show that some research topics have been consistent for the last three decades, while others were popular only in the 1990s and 2000s; others found resurgence or currency only recently, or are under-examined or nascent. Others have become less studied or are neglected as a field of study. Consistent with those found in the literature, qualitative studies continue to dominate the journal, but the proportion of quantitative articles has seen a steady increase in the last three decades. Similarly, collaborative practice in the journal is slowly increasing, but geographical diversity is found wanting. The trends also corroborate previous empirical findings on the dwindling contribution from PA practitioners in recent decades, and the underrepresentation of female authors in PA scholarship. In the latter, the publication rate of women in the PJPA is slightly higher compared with those found in the literature.

Academic journals shape and define the boundaries, characteristics, and development of a discipline (Forrester & Watson, 1994). This is largely the case with public administration (PA) scholarship, the development of which is shaped by the topics and terms used in research published as journal articles (Ni, et al., 2017). While it does not generally reflect a full understanding of the field, many PA scholars consider an academic journal an ideal avenue for publication, and best approximates the state of the field (Ospina, et al., 2018).

Seven decades after the establishment of the Institute of Public Administration (IPA) that launched the first academic research and teaching programs on public administration in the Philippines, a reflection on the development of the PA discipline in the country could not be more opportune. Public administration is a dynamic field constantly shaped by various philosophical and epistemological paradigms, and by emerging development problems and external changes in the global environment (Ocampo, 2008). Reyes (1995, 2001) and Pilar (2008) both narrated the paradigmatic and practical evolution of PA in general, and Philippine PA in particular, indicating the growing complexity of problems and challenges that the field needs to grapple with. These developments paralleled those in the Western PA (Reyes, 1995; Ricote, 2008). Institutional linkages and collaboration, forged through various platforms (e.g., professional organizations and international academic conferences), also helped enrich PA research in the country (Ricote, 2008). Consequently, local PA scholarship has become eclectic and multidisciplinary (Reyes, 1995; Ricote, 2005).

In recent decades, efforts to indigenize the field confronted the tension between Filipino and Western paradigms of PA and attempted to integrate concepts from social sciences (Tapales & Alfiler, 1991; Ricote, 2005; Peñalosa, 2014). The paradigmatic tension that emerged from the changing nature of problems in PA and governance has necessarily become the driving force of PA scholarship (Reyes, 1995).

But whether or not Philippine PA research and education has truly kept up with the times remains the subject of discourse among scholars (see Cariño, 1972; Ocampo, 1982; Reyes, 2008; Ricote, 2005, 2008; Brillantes & Fernandez, 2008). Cariño (1972) highlighted the need to build on local administrative knowledge and to engage in theory-building and improvement of research methodologies through basic research. These initiatives may help build confidence in practical recommendations, which, Ocampo (1982) noted, is severely lacking in local PA research. Cariño (1972) suggested incentivizing the conduct of basic research, which usually demands time, focus, and resources. Reyes (2008) urged a continuing study, analysis, and reflection of administrative history, which can serve as a reference point for locating loose ends in PA research and practice. Indigenization of PA may also help further draw the current boundaries of local PA scholarship, enrich its content, and derive new theories and concepts applicable to the local context (Ricote, 2005). Brillantes and Fernandez (2008) invited PA researchers to reflect on the nature, aims, and scope of Philippine PA, and its implications for addressing current development problems.

However, in the past few decades, research trends and practices in Philippine PA were seldom the subject of empirical research. Some local scholars attempted to describe PA research trends or topics (Reyes, 2001; Cariño, 2006, 1972; Tapales, 2002; Reyes, 1995). Much of the literature revealed gaps in research practices, standards, or approaches within the epistemic communities of Philippine PA. Attempting to address this knowledge gap is what this paper intends to achieve. Against the backdrop of advancing and competing knowledge creation and management, it is imperative to examine such research holes, and to update the thematic trends identified in the previous literature, with the most recent one published in 2006.

The significance of this investigation is twofold. Firstly, this stocktaking provides (as well as extends those provided by previous scholars) baseline data that will help inform research and development in the field of PA – from agenda setting, funding, research practice, mentoring, dissemination, and praxis. While it will not directly influence national-level policies, the study's findings may inform policies, strategies or guidelines (including scholarship culture) at the PA community level, especially the higher education institutions offering PA courses, professional organizations, and individual scholars. Secondly, while it is an overreach to generalize solely from the findings herein about the state and practice of PA and governance in the country, this study may offer insights and help gauge the responsiveness and relevance of PA research to the current and idiosyncratic politico-administrative developments in the field, and accordingly aid in charting the future directions of the discipline.

Specifically, the study aims to describe and make descriptive inferences from key attributes in the full-length articles published in the Philippine Journal of Public Administration (PJPA) between 1990 and 2019. These include article attributes, authors' profile (gender, affiliation), authorship and collaborative practices, methodology or approach, geographic focus, subject area, and citation practices, among others. In doing so, the study attempts to determine the trend and general research interests of Philippine PA and governance scholars, as represented by the articles published in the PJPA, and to describe thematic shifts across three decades, and temporal shifts in research approaches (e.g., methodology and techniques, instrumentation, referencing, etc.) and research practices (e.g., authorship, collaboration, diversity, self-citation, etc.).

This study intends to complement and extend similar studies conducted by Reyes (1995) and Cariño (1972, 2006) on Philippine PA literature, and Tapales' (2002) 50 years of historicizing Philippine PA education. However, this study is not a strict or rigid extension of their research in terms of methodology and scope. Moreover, it does not attempt to establish any measure of relationship between practice and scholarship. Although cognizant that scholarly works are pursued in an attempt to influence the practice, how and to what extent this may transpire is an area for further study.

Literature Review

To make a better sense of the identity and character of the PJPA, it is important to understand it in the context of Philippine PA research in general and the implication of its association with the UP-NCPAG. It is worth emphasizing that Philippine PA research has a long and productive history. This scholarly activity began immediately after the new discipline of public administration was introduced in the Philippines in 1952 with the founding of the IPA under the auspices of the University of the Philippines (UP).

Co (2012) noted, for example, that less than a year after its inception, the IPA already published its first set of original research: a study on the provincial government of Rizal, a survey on the Manila Police Department, and another survey in the Manila Revenue System (p. 12). From this finding, we can infer two key characteristics of Philippine PA research. First is that it has always held a strong public service orientation. This is not unexpected considering that the discipline of public administration was introduced to the country with the clear and strong intent of providing intellectual support to the post-war reconstruction efforts (Tapales, 2002; Co, 2012). Hence, PA research immediately focused on practical bureaucratic and governance concerns and has historically aimed for a social development impact. Second is the fact that the UP-NCPAG stood and remained as the center of PA research and instruction. Ricote (2008) noted, for instance, that "other institutions offering PA degree in the country consider the UP-NCPAG as their primary source of reference materials, inputs to their curricular and/or programs of study, course development, as well as faculty training and capacity building in PA instruction and research" (p. 171).

As a whole, UP-NCPAG's faculty also represents the most productive and prolific researchers in the discipline in the country. Torneo (2020) observed that "internationally published PA scholars remain strongly concentrated among the faculty of UP-NCPAG and a handful of faculty members in [De La Salle University]" (p. 136). Moreover, UP-NCPAG's most popular publication, *Introduction to Public Administration in the Philippines: A Reader*, which was first published in 1993 and is already in its third edition (2015), has become the standard textbook of choice in PA schools. That the UP-NCPAG stands as the de facto center of excellence in PA in the country is, of course, only expected considering that it receives the biggest support from the government by being part of the country's premiere state university. Among the PA schools, it not only has the biggest pool of faculty, but it is also more advanced organizationally as

it houses four dedicated research and extension sub-units, each with full-time research and extension staff. This kind and scale of staff complement is non-existent in other PA schools in the country.

UP-NCPAG further pushed the frontier of PA research in 1957 with the release of the inaugural issue of the *PJPA*, the first academic journal of its kind in terms of disciplinary focus in the Philippines and the Asian region. The “Philippines” in the name of the journal does not limit its reach and scope to Filipinos, or even Philippine-based foreign scholars. Contributing authors and editors from around the world were commonly found in issues of the *PJPA*, giving the journal an international scope and reach. It can be observed in the succeeding discussions, however, that there has been a significant decline in the number of articles published in the *PJPA* in recent decades. Despite being in circulation for more than six decades, the *PJPA* also remains not indexed in SCOPUS and Web of Science. In this respect, counterparts of the *PJPA* in other social sciences and non-natural science disciplines (e.g., political science, mass communication, humanities) have advanced considerably in terms of international standards and indexing.

Trends in PA Research

This study took inspiration from the study published by Cariño (2006) on research in UP-NCPAG research during the period 1952-2002, and by Raadschelders and Lee (2011) on the trends in research and methodological approaches of the *Public Administration Review (PAR)* from 2000 to 2009.

Based on the qualitative analysis of the *PAR*’s content from 2000-2009, Raadschelders and Lee (2011) noted that there were no significant changes in the topics covered in the journal. However, they underscored three trends that stood out during this period: the critical assessment of the New Public Management; administrative response to social, economic, and political events; and the relationship and dynamics between academics and practitioners. Several studies were also undertaken in recent years that tracked the development of and trends in PA research published in PA-focused academic journals (Carrizales & Gaynor, 2013; Groeneveld, et al., 2015; Ni, et al., 2017; Sabharwal, et al., 2018; Farazmand, et al., 2019; Kim, et al., 2019; Lyu, et al., 2021).

Ni, et al. (2017) employed bibliometrics methodology to analyze the trends in terms of authorship, the composition of the editorial board throughout the years, and the topics of articles published in the *PAR* from 1940 to 2013. Meanwhile, Farazmand, et al. (2019) used content analysis methodology to examine PA-related research articles found in three Iranian scientific journal databases to track the research trends in Iranian PA using research themes, purposes, orientations, methods, and authorship as dimensions. A similar research endeavor was undertaken by Kim, et al. (2019) to determine the trends in PA research that focus specifically on Chinese public administration that were published in leading English language PA-related academic journals.

Locally, while studies on PA in the Philippines have become a staple topic in academic publications, trends in PA research were rarely the focus of articles. The most comprehensive was Cariño’s study in 2006, which analyzed the research trends in the five decades of UP-NCPAG. To track the development of PA as a discipline, Cariño (2006) surveyed research studies produced in the College, most of which were published in the *PJPA*. In her earlier article in the *PJPA*, Cariño (1972) assessed the state of PA research a couple of decades after the founding of PA as a field of study in the Philippines. According to Cariño (1972), “some of the research efforts in the College may be characterized as a reflection of American trends and concerns” (p. 296), which comes as no surprise given that the US helped in the establishment of PA in the Philippines as part of the PHILCUSA-MSA project in the 1950s.

Ocampo (1995), on the other hand, offered his views on the thrusts of PA research in the first three decades of PA in the Philippines. Agreeing with the observations of Cariño, Ocampo (1995) also noted the

veering away of PA research “from the internal processes of administration to the wider realm of political and socio-economic development” (p. 225). He contended that there seemed to be “excessive empiricism” and a lack of theoretical or even conceptual rigor in the research studies that were produced (p. 225). However, Ocampo expressed his hope with the “growing... sophistication (of research methodologies)... in conceptual and analytical design” and “interest in evaluation research and policy analysis (that could) lead to develop[ing] more rigorous theory” (p. 226) of future research studies in Philippine PA.

It is also useful to look at the research trends in Political Science — considered a closely related discipline to PA (see Reyes, 1995) — wherein studies have been published more recently (Teehankee, 2014; Go, 2021). Both Teehankee (2014) and Go (2021) adapted the framework employed by Munck and Snyder (2007) to examine research articles published in the *Philippine Political Science Journal* and determine the research trends in terms of scope, objectives, and methods.

Research Topics

Based on the qualitative analysis of *PAR*’s content from 2000 to 2009, Raadschelders and Lee (2011) noted that there were no significant changes in the topic covered in the journal. “Bread and butter administrative issues” (Raadschelders & Lee, 2011, p. 19) such as those on planning, human resources, budgeting, and public management were among the topics that continued to be featured in the *PAR* in the first decade of the 21st century.

Similarly, a recent study by Kim, et al. (2019) on research trends in Chinese public administration published in leading PA academic journals in English showed that the most discussed topics were organizational theory, finance and budgeting, social welfare, public policy, and performance management. On the other hand, In Iranian PA, the most common research topics tackled in scientific journals published in Iran were Islam and public administration; PA issues such as corruption, privatization, and crisis management; administrative performance; and organizational behavior in the public sector (Farazmand, et al., 2019).

Some studies were also made on the inclusion of studies that deal with diversity in PA such as race and ethnicity; sexual orientation and gender identities; religion and spirituality; and other social issues such as equity and class, aging, differences in culture and language, and persons with special needs (Carrizales & Gaynor, 2013; Sabharwal, et al., 2018). Carrizales and Gaynor (2013) examined 7,000 articles that were published from 2006 to 2011 in 30 PA-related journals, while a more recent study conducted by Sabharwal, et al. (2018) analyzed 2,315 articles in seven journals that were published between 1940 and 2013. In both studies, they found that the most discussed diversity topics in PA journals were related to race and ethnicity, social equity and class, and gender. Despite the low number of articles that deal with diversity themes, Sabharwal, et al. (2018) concluded that diversity in PA research “has progressed over time” (p. 262).

Authorship

Concerning trends in authorship, Raadschelders and Lee (2011) reported a steep decline in the number of practitioners contributing to the *PAR* in the 2000-2009 period. Only 6.8% of the total number of articles were authored by both American and non-American PA practitioners, which was much smaller compared with 35% in the 1966-1975 period (Jones & Doss, as cited by Raadschelders & Lee, 2011, p. 23). According to Ni, et al. (2017), the majority of contributors in the *PAR* during the 1940s were working in the public sector. Some of the possible reasons for this decline in practitioner contribution Raadschelders and Lee (2011) are looking into were “alienation of practice from the study,” “shift from public service

values to economic rewards,” politicized high-ranking civil servants, hiring of private contractors, and lack of time for scholarly endeavors due to cost-cutting measures (p. 26).

Raadschelders and Lee (2011) also noted the increase in the number of non-American contributors — as opposed to American authors — with 11.3% and 0.9% of the total number of authors being non-US-based academicians and practitioners, respectively. Ni, et al. (2017) noted more than 70% of PAR contributors were from institutions in the US, and around 20.5% were from institutions outside the US. According to Ni, et al., this percentage of non-US-based authors is significantly higher compared with the 2.3% in the 1970s.

Ni, et al. (2017) also took note of the percentage of articles with single authors versus those with multiple authors. More than two-thirds of the articles published in the PAR from 1940 to 2013 are single authorships (Ni, et al., 2017). However, author collaboration has become more frequent in recent years, with the collaboration rate rising to 54% in the 2010s from 10% in the 1940s (Ni, et al., 2017).

Concerning gender disparity in authorship, 30.5% of contributors in the PAR from 2000 to 2009 were women (Raadschelders & Lee, 2011). From 2008 to 2013, only 21.7% were female authors in the PAR (Ni, et al., 2017). Scutelnicu and Knepper (2019) compared the underrepresentation of women in PA scholarship in the *Journal of Public Administration Research and Theory (JPART)* and the *Public Performance and Management Review (PPMR)* from 2004 to 2013. Only 16.7% for JPART and 15.7% for PPMR of articles were solely authored by women in the 2004-2013 period, much smaller than the figures for sole male authors — 56.27% for JPART and 31.05% for PPMR. Other interesting findings from this study include the differences in research themes and methods undertaken by either sole male or sole female authors. Male sole authors tended to use more general linear models (40.1%) than female sole authors (28.3%). In contrast, sole female authors (26.3%) were more inclined to employ case studies compared to male authors (14.3%) (Scutelnicu & Knepper, 2019).

Research Methods

Recent studies report varying observations regarding the trends in research methods and approaches frequently employed in PA research. In Raadschelders and Lee (2011), the dominant research approaches used in the PAR in the 2000-2009 period were quantitative-statistical (33.4%), empirical (27.8%), and analytical (18.1%). These findings do not match the results of the study of Groeneveld, et al. (2015), which reported that 51.3% of the articles published in the PAR in almost the same period (2001-2010) utilized qualitative research methods. In addition, Groeneveld, et al., (2015) found that the majority of the research articles published in JPART, PAR, *Governance*, and *Public Administration* in the same period employ qualitative research methods. Among the four journals Groeneveld, et al. examined, only the JPART published more articles that used quantitative research methods (76.2%) than those employing qualitative research methods. For the quantitative research articles published in these four publications, most articles employ surveys as a research method (36%).

In the assessment of Ospina, et al. (2018) on the use of qualitative methods in PA research, they reported that most of the articles published in six leading PA journals in the 2010-2014 period leaned towards positivism (58.1%) rather than interpretivism (24%). The study also shows that case study is the dominant research tradition observed in the articles that they reviewed. Farazmand, et al. (2019) reported that most of the research studies on Iranian PA published from 2004 to 2017 employed qualitative research design (54%). Other studies also assessed the use of mixed methods (Hendren, et al., 2018) and experimental approaches in PA research (Bouwman & Grimmeliikhuisen, 2016).

Framework and Methodology

Due to the nature of this study, a descriptive framework was adopted, anchored on the following key areas: basic article attributes (such as number, title, entry type, keywords, number of words, and grant support); authors' profile (number of collaborators, sex, affiliation); methodology or approach (general, specific qualitative or quantitative approaches); scope (geographic focus, subject area); and citation (self-citation, NCPAG faculty citation, number of references).

The primary method employed was content analysis of the articles published in the *Philippine Journal of Public Administration*, the text corpus for this analysis. These data were harvested through HeinOnline (<https://heinonline.org>), and U.P. Diliman Journals Online (<https://www.journals.upd.edu.ph/index.php/pjpa>).

A coding manual (guide for encoders) and a coding sheet (MS Excel) were developed and piloted by the primary investigator, with additional inputs from the co-authors, all of whom work as technical staff for the UP-NCPAG Publications Office. As this paper intends to complement and extend the existing literature by Cariño's study (2006), which included articles in the *PJPA* up to the early 2000s, this paper also included the 1990s decade to provide a point of reference and comparison for three decades (i.e., 1990s, 2000s, and 2010s). In addition, unlike Cariño's scope, it only covered *PJPA* articles, and excluded other knowledge products of UP-NCPAG and research outputs by UP-NCPAG faculty, researchers, and scholars, published in other domestic, regional, or international journals, or books. However, it covered more areas or dimensions not previously examined, and employed a different content analysis technique: categorization by the researchers included the analysis of abstract, and key parts of the introduction and methodology sections, instead of relying solely on title and keywords.

For the thematic analysis of the topics or areas examined in the journal, this study adopted, modified, and compared two classification systems: One is by Cariño (2006), and the other by Raadschelders and Lee (2011). The former is adopted for a continuation and comparability with previous analyses by UP-NCPAG scholars, while the latter is adopted for international comparison (especially those published in the top-ranked journal, *Public Administration Review*). Using a modified typology based on Cariño (2006) and Raadschelders and Lee (2011), the following themes/categories were adopted for this study:

Box 1. Updated Research Topics in the Philippine Journal of Public Administration

• Personnel administration; Human resources • Organization and management; Leadership • Fiscal administration • Agency studies • Philippine administrative system • Bureaucracy • Democracy; Citizen participation • Public policy; Program administration	• Ethics; Accountability • Public service values • Politics; State-market relations; Political economy • Alternative delivery systems; Non-state/private sector involvement) • Central-local relations; Decentralization • E-governance • Local government & regional administration	• Gender equality/ representation • PA as field of study/practice • Peace; Conflict resolution • Public sector reform • Disaster risk reduction • Governance (regulatory, traditional, indigenous, etc.) • Urban and regional planning • Social development
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Sources: Modified from Cariño (2006); Raadschelders and Lee (2011)

Data collection, storage, and management (via Google Drive) were the first set of activities and deliverables of the research project. Using a heuristic and iterative approach, the coding manual was updated as additional topics in the Carino typology were incorporated. A test for reliability was conducted using an online tool, ReCal3 (Reliability for 3+ Coders). Comparing 45 coded decisions (using 15 cases) by three encoders, the reliability coefficients were determined as follows: 71.1% (for average pairwise percent agreement), and 0.67 (for the average pairwise cohen's kappa) and 0.68 (for krippendorff's alpha). In addition, to further strengthen intercoder reliability, a randomized review and validation by the principal investigator on the content analyses also complemented the coding process.

Results and Discussion

The *PJPA* is a peer-reviewed journal publishing articles related to public administration (PA) and other related disciplines since 1957. The journal adopted a double-blind peer-review process in 2010. Formerly a quadrennial publication, the journal began publishing twice a year in 2009. From then on, in some cases, the *PJPA* published double issues that discuss emerging or special topics in the field. Eventually, *PJPA* shifted to an annual publishing schedule in 2022.

Basic Attributes

Number of Articles. All 390 articles published in the *PJPA* from 1990 to 2019 were included in the content analysis. The number of articles per year has generally declined, with some years having a high number of contributions to the journal (Figure 1). In the last five years, the number of published articles per year has increased, albeit gradually. The peak number of articles in 1994 and 2008 could be attributed to the plethora of manuscripts derived from various international conferences and symposia. Other years with a high number of articles (i.e., 1998 and 2001) were critical periods in the development of PA practice. In the late 1990s, when the new public management (NPM), reinventing government, and governance paradigms were being streamlined in local PA processes and systems, the journal published several articles that dealt with these emerging models. Meanwhile, the years 2011 and 2016 had the lowest number of articles published in a volume—as double issues combined in a single volume—with six articles each. Many articles published in these years were a review of basic PA concepts and models (i.e., in 2011) and policy and administrative reforms. Figure 2 shows the number of articles published in *PJPA* per decade.

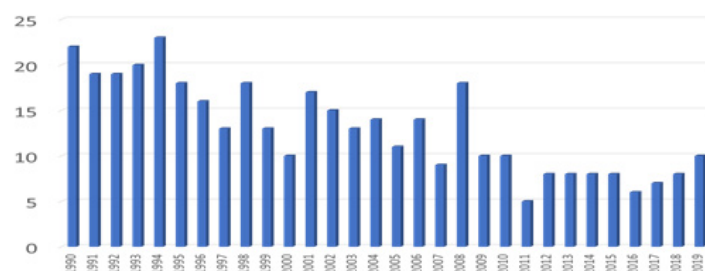


Figure 1. Number of PJPA Articles, per year (N=390)

Data also show a decline in the number of original research articles, which comprise 84% of the total articles examined (Figure 3). The decade 1990-1999 saw the highest number of articles of this type (n=152). On the other hand, only 64 articles were published in recent years (i.e., 2010-2019) (Figure 4).

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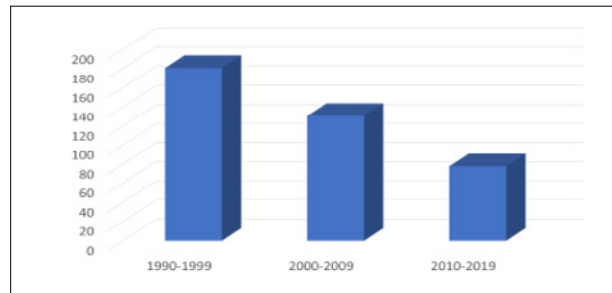


Figure 2. Number of PIPA Articles, per Decade (N=390)

Reflections/essays made up 6% of the total number of articles considered in this study (Figure 3). Only a few essays were published in the first decade of the period (1990-1999), while most were published in the last decade (2010-2019) (Figure 4). Meanwhile, 4% of the articles were book reviews (Figure 3). At least 15 book reviews on local PA publications on bureaucratic behavior, political reforms, and civil society organizations were published in the first decade of the period. However, only one book review each was published in the decades 2000-2009 and 2010-2019 (Figure 4). Some articles published in earlier decades were actually enacted laws and policies, reprinted conference papers, speeches, and public documents. Recently, the journal has not published documents of these types.

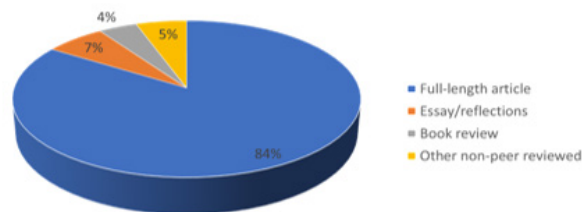


Figure 3. Distribution of PIPA Articles by Type, 1990-2019 (N=390)

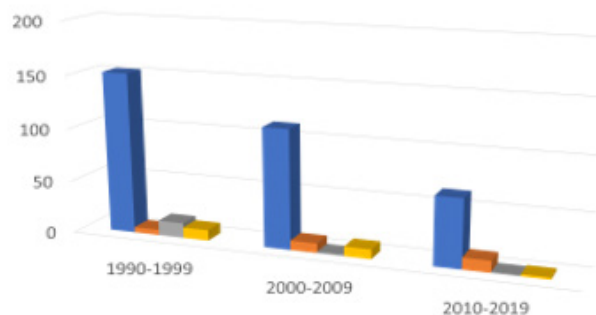


Figure 4. Distribution of PIPA Articles, by Type of Article, per Decade (N=390)

Single-authored articles were common in the past three decades. Most (86%) articles were written by a single author, while only 15 articles (4%) were written by three or more authors. The proportion of multi-authored articles has gradually increased in recent years (Figure 5). This trend implies increasing collaboration in journal contributions.

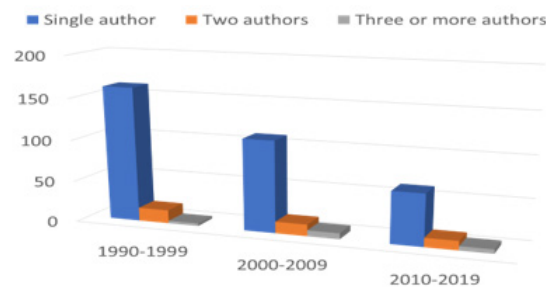


Figure 5. Number of *PIPA* Articles, by Number of Authors, per Decade (N=390)

Being a flagship journal of NCPAG, the *PIPA* is expected to publish mostly contributions from NCPAG-affiliated authors. However, the journal does not exclude contributions from authors outside NCPAG. In fact, slightly more (56%) articles have come from scholars and practitioners outside the NCPAG in recent decades. In the years 2010-2019, the number of articles was equally distributed (N=39) in authorship between NCPAG and non-NCPAG-affiliated authors (Figure 6).

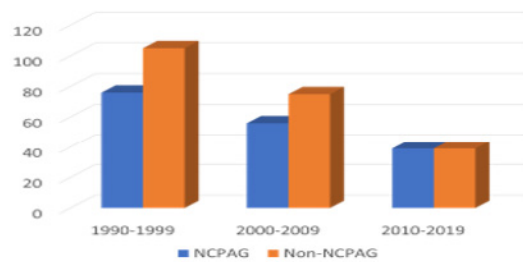


Figure 6. Number of *PIPA* Articles by NCPAG Authors, per Decade (N=390)

Authorship. A total of 473 authors from different academic and practitioner backgrounds contributed to the *PIPA* in the 1990-2019 period (Figure 7). The 1993 volume had the most number of contributors (N=29). Meanwhile, the 2016 volume had the fewest contributors, i.e., only six in total.

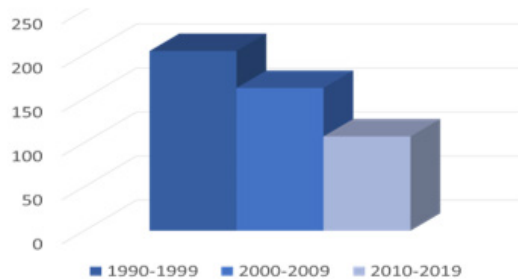


Figure 7. Number of *PIPA* Authors, per Decade (N=473)

Slightly more male (56%) than female (42%) authors have published in the journal. This data indicates an almost equal representation between men and women in terms of authorship. However, the number of female authors has slightly declined through the years (Figure 8). The trend corroborates the

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findings of other studies assessing other PA journals, which indicated an underrepresentation of women in PA scholarship (e.g., Miller & McTavish, 2011). However, the *PJPA* reports better publication rate for women (>40%) compared with other countries, with 20-30% female representation (see Ni, et al., 2017; Raadschelders & Lee, 2011; Scutelnicu & Knepper, 2019; Slack, et al., 1996). This observation may provide grounds for further study on gender representation and productivity in PA research in the Philippines.

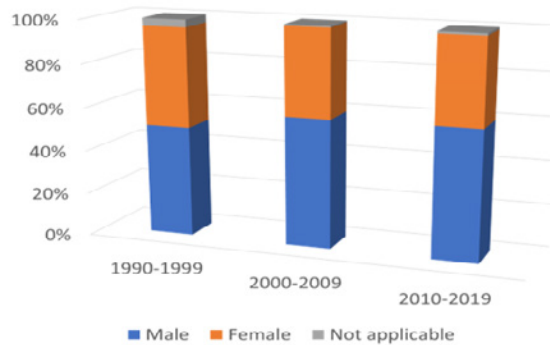


Figure 8. Distribution of *PJPA* Authors, by Sex, per Decade (N=473)

Note. "Not applicable" refers to special documents (i.e., laws, policy documents, etc.).

Most authors who published in *PJPA* were affiliated with academic institutions (see Figure 9). Around 62% of the authors were faculty members in schools and universities. This figure has slightly declined in the past three decades (see Figure 10). Meanwhile, practitioners also make up a considerable proportion of the authors who published from 1990-2019, although this percentage has declined in the recent decade. The declining number of practitioner authors in the *PJPA* mirrors the authorship trend presented by Raadschelders and Lee (2011).

Some authors in the journal are researchers (11%). However, despite their expected significant role in research and knowledge building, they did not contribute as many articles as faculty members. Other authors in *PJPA* are students (9%). While the decade 1990-1999 had the highest number of student contributors (N=20), the recent decade (2010-2019) had the highest proportion of students relative to other contributors in the journal. This data implies that more students are recently contributing to the journal. Coincidentally, 2010-2019 also has the highest proportion of multiple authorship. Some recent articles in *PJPA* were developed from undergraduate theses by teams of five or more students.

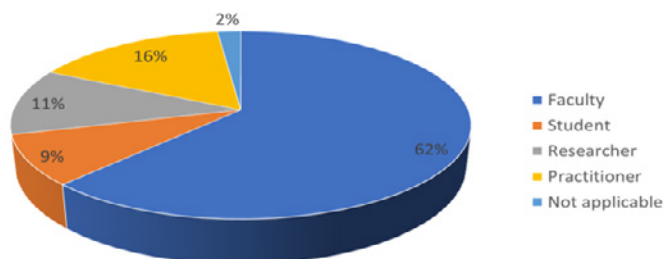


Figure 9. Distribution of *PJPA* Authors, by Profession, 1990-2019 (N=473)

Note. "Student" refers to both undergraduate and graduate students; "Researcher" refers to academic and independent researchers, and "Practitioner" refers to practitioner-faculty and practitioner-students.

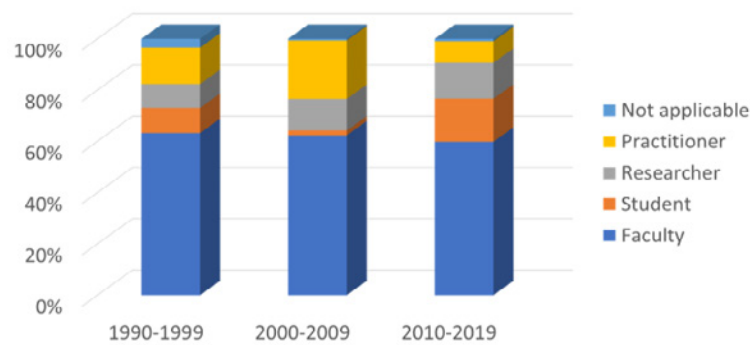


Figure 10. Distribution of *PJPA* Authors, by Profession, per Decade (N=473)

Proportional to the percentage of articles written by UP-NCPAG constituents vis-a-vis those written by external institutions, the distribution of *PJPA* authors from external institutions (57%) is slightly higher than that from UP-NCPAG (43%). However, through the decades, more and more UP-NCPAG-affiliated authors have published in the journal compared with external authors (see Figure 11). This may suggest a gradual decline in authorships from persons and institutions not affiliated with UP-NCPAG.

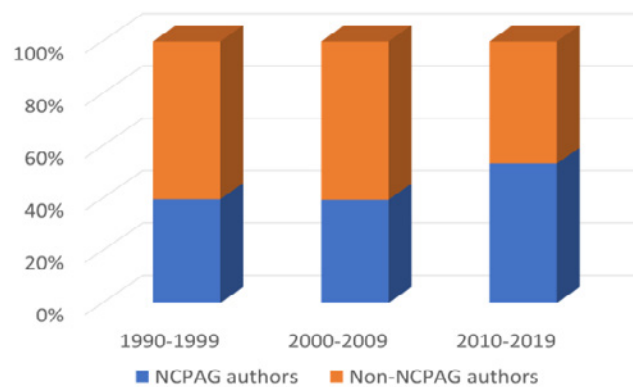


Figure 11. Distribution of *PJPA* Authors Affiliated with UP-NCPAG, per Decade (N=473)

Among the UP-NCPAG-affiliated authors, faculty members (69%) continue to be the dominant contributors to the journal. In contrast, researcher-contributors were relatively fewer (14%), even across the decades. Among the students, graduate students taking up masters' and doctoral degrees at the College make up 10% of the authors, while undergraduate students make up only 7%. Interestingly, no student contributed to the journal in the years 2000-2009, but many students, particularly undergraduates, have published from 2010-2019 (see Figure 12).

The decline in the number of *PJPA* articles published, particularly in recent years (i.e., 2010-2019), corroborates Torneo's (2020) observations on the journal's lack of publishable manuscripts. This decline may also be attributable to the institution of a double-blind peer-review system in *PJPA* in 2010. Relying on experts' evaluation of researchers' work or ideas, peer review encourages contributors to meet the standards of the discipline, regulates the dissemination of research outputs, and filters out unwarranted claims, unsatisfactory interpretations, or personal opinions in academic discourse (Kelly, et al., 2014). Despite this essential function of peer review, scholars have also criticized the process for delays in publication of new research, and perceived reviewer or editor bias, among other reasons (Kelly, et al., 2014).

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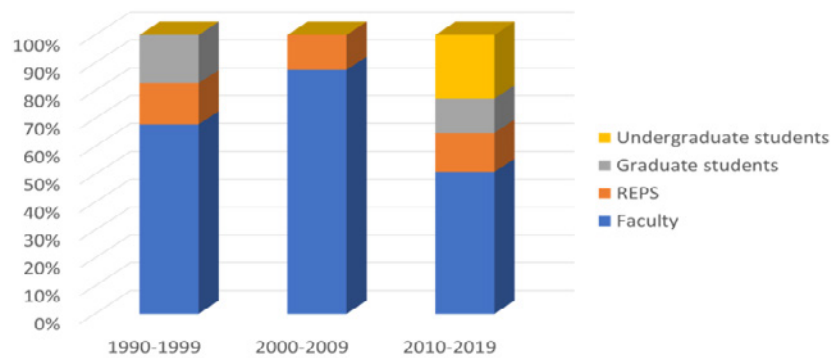


Figure 12. Distribution of Authors Affiliated with UP-NCPAG, by Profession, (N=202)

While most of the articles in the period 1990-2019 may have undergone some degree of vetting/ review, only in the early 2010s did *PJPA* introduce a double-blind peer-review system to ensure the quality of articles published. This, in turn, might have contributed to the attrition in manuscript submission or acceptance.

Non-peer-reviewed articles (e.g., essays, reflections, policy notes, etc.) do not usually provide substantial academic content. Thus, they are often excluded from bibliometric analyses (see studies by Harzing [2019] and Schmitz and Leoni [2019]). The present study focused on peer-reviewed articles, although it did touch on the basic profile of non-peer-reviewed contributions in the journal (see Figures 3 and 4). Non-peer-reviewed articles set the stage for further review and discussion among scholars in the PA field.

At the outset, some findings on the basic attributes of articles published from 1990-2019 contrast the general observations of Torneo (2020) that PA scholarship in the Philippines had limited influence on the field's praxis, and that journal articles were largely from UP-NCPAG faculty and students. As seen in Figures 7 and 14, more articles were written by authors from external institutions than from UP-NCPAG. Moreover, contributions from the UP-NCPAG have increased recently.

In any case, the findings per decade suggest the need for greater diversity in terms of author affiliation and profession. Researcher productivity in the journal, at least as reflected in the basic article and authorship attributes, remains rather low. This may imply a certain gap or deficiency in terms of researchers' capacity to conduct PA research or to publish in academic journals, such as the *PJPA*.

Similarly, practitioner contributions could also be encouraged in the journal, although this may mean upgrading their competencies for academic writing and communicating research results and giving them opportunities for research and scholarship, as suggested by Raadschelders and Lee (2011). A significant proportion of authors in the journal from 1990-2019 consisted of PA practitioners, which is expected, given that PA as a discipline is also practical inasmuch as it is academic. Hence, PA practitioners can act as source, producer, and active consumer of knowledge (Ospina & Dodge, 2005).

In terms of geographical diversity or country affiliation of international contributors (see Table 1), most foreign authors were affiliated with academic institutions in the USA (13 authors or 3%), Bangladesh (10 authors or 2.5%), and Japan and Nigeria with five authors or 1% each. Table 1 shows the breakdown of international authorship by decade. By region, Asian contributors (including the Philippines) accounted for 91.3%, followed by North America (3.7%), and Africa (2.5%). In Asia, excluding the Philippines, contributors from South Asia accounted for 39%, followed by other Southeast Asian contributors (31.7%) and East Asian scholars (29.3%).

Table 1. Number of Contributors, by Countries, by Decade

Country	1990-99	2000-09	2010-19	Total
Philippines	131	114	81	26
USA	11	2	0	13
Bangladesh	9	1	0	10
Japan	2	1	2	5
Nigeria	4	1	0	5
Singapore	2	1	1	4
South Korea	0	1	2	3
United Kingdom	0	2	1	3
Cambodia	0	3	0	3
Hong Kong	3	0	0	3
Ghana	1	0	1	2
Indonesia	0	2	0	2
Fiji	0	2	0	2
South Africa	0	2	0	2
Canada	1	1	0	2
India	1	1	0	2
Malaysia	2	0	0	2
Others (South Asia)	1	3	0	4
Others (Southeast & East Asia)	0	0	3	3
Others (Europe)	0	3	0	3
Others (Africa)	2	1	0	3
<i>Total</i>	<i>170</i>	<i>141</i>	<i>91</i>	<i>402</i>

The highest percentage of foreign country-based authors was during the period 2000-2004 (32%). This can be attributed to the conduct of international conferences held in 2002 and 2003, which produced conference papers eventually published in special issues). The lowest, meanwhile, was in the period 2015-2019 (6%). There are two possible explanations for the declining trend of foreign country-based authors publishing in the *PJPA* in the 2010s: first, the influence of international indexing standards, as authors are incentivized to publish in indexed journals with higher journal impact factors; and second, the revival in the late 2000s of the *Asian Review of Public Administration*, the flagship journal of the Eastern Regional Organization for Public Administration, whose editorial board and team include several scholars from UP-NCPAG.

In general, contributions from non-Filipino scholars in the journal have contracted in the last three decades, exacerbated by the adoption in 1999 by the UP of an aggressive scheme to incentivize publication in internationally indexed journals. This decline in the number of foreign contributors is in contradiction with the findings in the studies on the trends in the *PAR* in which there has been a steady increase in non-US-based contributors in recent decades (Raadschelders & Lee, 2011; Ni, et al., 2017). A possible explanation for the difference of the trends in the *PJPA* and the *PAR* on foreign contribution is the fact that the *PAR* is indexed in Scopus and Web of Science. Thus, the *PAR* attracts more foreign contributions, unlike the *PJPA* which has yet to be included in international indices.

Research Approach and Method

The majority (88.58%) of full-length, original articles employed a qualitative research approach, while only around 3% and 8% employed quantitative and mixed-methods approach, respectively. The number of articles (in frequency) employing a quantitative approach has been gradually increasing (from one article in the 1990s, four in the 2000s, and six in the 2010s), while the adoption of mixed-methods approach has been consistent (between three and five articles per five years, see Table 2).

Table 2. *Number of Articles, by Research Approach, by Decade*

Period	Qualitative	Quantitative	Mixed	
			Qualitative-dominant	Quantitative-dominant
1990-1999	139	1	4	5
2000-2009	99	4	4	5
2010-2019	49	6	6	2
Total	287	11	14	12

In general, the percentage of full-length articles that employ methods other than qualitative approaches increased through time. If analyzed per decade, the decrease is significant: from 93% qualitative-dominant 1990s to a 78% qualitative-dominant 2010s (see Table 3). This change can be interpreted at two levels: firstly, it may reflect the PA scholar's changing preference on methods/techniques and data requirements, i.e., quantifiable; secondly, the change can also be partly attributable to journal editor's preference for quantitative or mixed-methods articles. However, the dominance of the qualitative approach in *PJPA* is consistent with those found in several top-ranked journals in PA (see Groeneveld, et al., 2015).

Table 3. *Percentage of Qualitative vs. Non-Qualitative Approach Research, by Decade*

Period	Qualitative Approach %	Quantitative and Mixed Approaches %
1990-1999	93	7
2000-2009	88	12
2010-2019	78	22

This study identified 20 qualitative research methodologies used. Presented here are the top seven in terms of number of times used in a research. Occupying the top spot is desk review, which was used in 73% of the total articles. This is followed by descriptive-historical-comparative (68%), conceptual (22%), case study (18%), interview (17%), policy analysis (16%), and field visits (5%).

Quantitative methods account for a small percentage with simple descriptive statistics as the most frequently used at 7%. Simple correlation was used in 3% of the articles while structural equation modeling was used in 2%. Other quantitative research methods identified by the research team were observed in less than 1% of the total articles.

The *PJPA* is the first journal of its kind in terms of disciplinary focus in the Asian region and served as an international platform of scholarship in the field. Expectedly, because the journal is Philippines-based, the majority (68%) of the articles are focused on the Philippine context. Articles that touch on the

experience of foreign countries account for 14% for single-country studies, and 5% for multi-country studies. Together, these comprise a substantial 19% of the total.

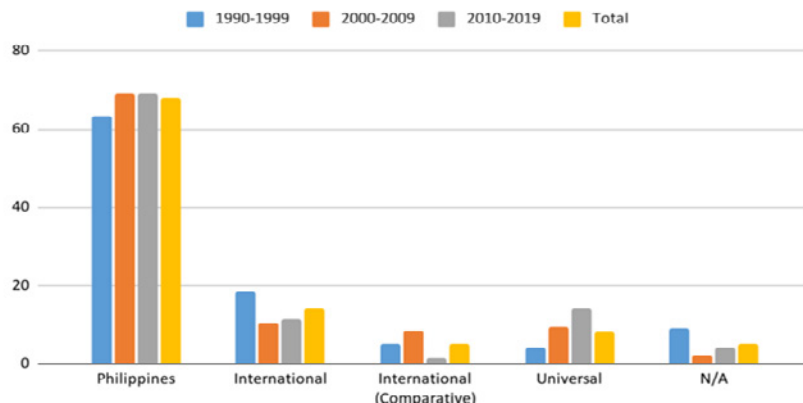


Figure 13. *Distribution of Research Articles, by Geographic Focus, by decade*

A small percentage (8%), meanwhile, are articles that do not focus on any specific geographical context but are instead invested in the study of the discipline in terms of its universal application. This general trend is observable with just minor deviations in the three decades covered by the study as shown in Figure 13.

The highest percentages of articles with international focus were produced in the period 1990-1999. This period is also the most productive in terms of the number of full-length articles published. As shown in previous discussions, a sharp decline in the number of articles produced was observed in the years that followed. The percentage of articles with no specific geographical focus, on the other hand, was highest in the period 2010-2019.

Case study is the most commonly used qualitative method, research technique, or paradigm. Single case study qualitative research articles consistently outnumbered multiple case studies (see Figure 14). The period 2000-2009 saw the highest percentage of single case studies at 84%. The highest number of multiple case studies is observed in the period 2010-2019 at 22%.

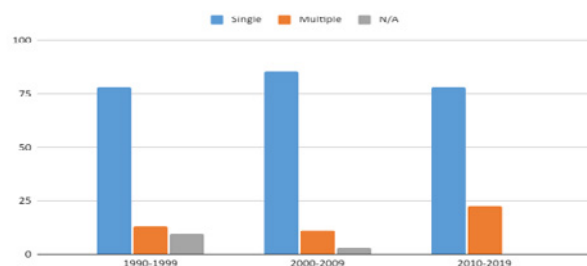


Figure 14. *Distribution of Research Articles, by Use of Case Study Approach, by decade*

Author Collaboration

The majority of articles (85%) are sole authorship. For articles written by multiple authors, most (5%) are collaborations among UP-NCPAG-affiliated scholars. In close second (4%) are articles written by internationally-affiliated researchers. Tables 4 and 5, as well as Figures 15 to 18, show the breakdown of collaborative undertakings, by decade.

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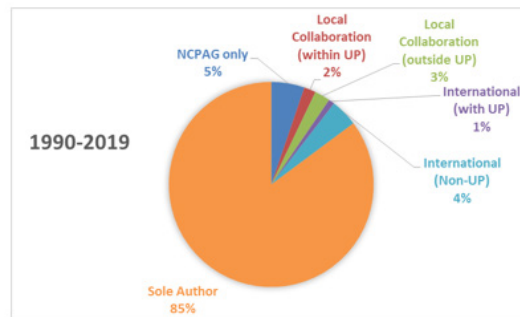


Figure 15. Collaboration in PJPA, 1990-2019

Table 4. Number of Articles, by Author Collaboration, by Decade

	NCPAG only	Local Collaboration (within UP)	Local Collaboration (outside UP)	International (with UP)	International (Non-UP)	Sole Author	Total Number of Articles
1990-1999	5	2	4	0	6	132	149
2000-2009	5	3	4	1	6	93	112
2010-2019	7	1	0	2	2	51	63

In the periods 1990-1999 and 2000-2009, excluding sole authorship, the percentage of articles written by internationally-affiliated authors (4% and 5%, respectively) is higher than those written by NCPAG-affiliated authors (3%, 4%).

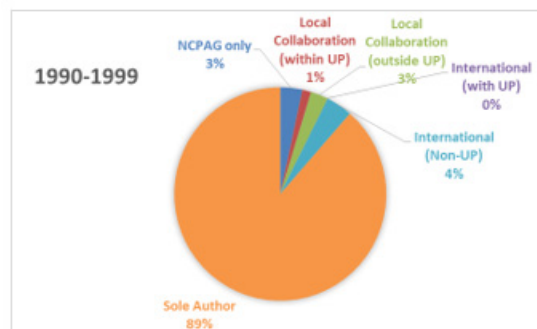


Figure 16. Collaboration in PJPA, 1990-1999

In the period 2010-2019, there were more UP-NCPAG-only collaborations (11%) than collaborations outside the College (8% combined).

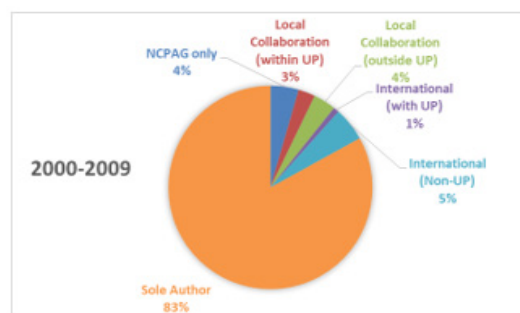


Figure 17. Collaboration in PJPA, 2000-2009

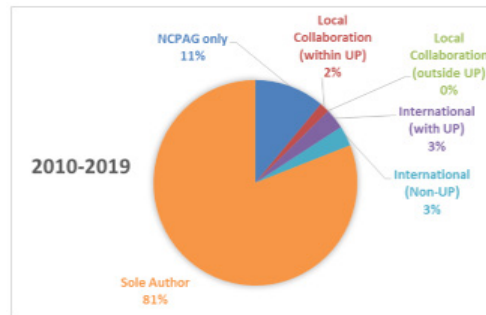


Figure 18. Collaboration in PJPA, 2010-2019

The highest percentage (11%) of articles written by international collaborators was observed in the period 2000-2004. During this period, two volumes were produced from conference papers from the 2nd International Conference on Decentralization (25-27 July 2002), and from the International Conference on “Challenges to Development: Innovation and Change in Regulation and Competition” (13-15 October 2003).

The high percentage of sole authorship (81%) in the *PJPA* seems to be congruent with the figures reported by Ni, et al. (2017) for the *PAR* — which is more than two-thirds. However, compared with the significant increase in collaboration rate in the *PAR* — 54% in the 2010s (Ni, et al., 2017), the increase in the percentage of articles with multiple authors in the *PJPA* is much smaller — 19% in the 2010s.

Trends in Research Topics

Unlike other academic disciplines, which relate to the political affairs of the nation most of the time only tangentially, PA maintains a considerably closer distance in terms of engagement and influence. After all, the administration of the state as a political body is the primary basis for the birth and continuing importance of this field of study and practice. The case of Philippine public administration and governance, in particular, is strongly underpinned by this ethos. That PA as a (foreign) field of study was implanted in the Philippines in direct connection with postwar nation-building efforts highlights this.

Cariño (2006), in a way, framed her study of research in NCPAG in the same manner. She posited that her survey of NCPAG research in a 50-year period “gives only limited support to the idea of stages” (p. 19). Here, Cariño veered away from characterizing and narrowly categorizing PA research in terms of themes, methods, techniques, and subjects. Instead, she argued that research in NCPAG represents a body of works that responds to the various socio-political interests that “underscore the values that make public service worth our dedication — justice, the rule of law, and the innate significance of human beings” (2006, p. 20).

In this regard, the thematic focus of articles in the *PJPA*, as a microcosm of Philippine PA, is expected to inevitably reflect emergent and dominant discourses that relate to politics, nationalism, and public service across different socio-political milieus. This study offers pieces of evidence that support the logic of this line of thought. As discussed in this section, important historical developments provide background and context to the prominence or emergence of different and new research areas pursued.

Using Cariño’s typology, Table 5 shows the eleven themes or research areas that dominated the *PJPA* since 1990. It mirrored the popularity of the specialization in the MPA program of the college, with public policy and organizational studies as the leading themes, followed by local government.

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Table 5. *Trend in Research Topics, 1990-2019*

	Frequency	%
Public Policy/Program Administration	42	3
Organization and Management/Leadership	27	8
Decentralization/Intergovernmental relations	25	8
PA as field of study	23	7
Local Government and Regional Administration	20	6
Governance	19	6
Alternative delivery systems/NGOs/CSOs	19	6
Democracy	18	5
Ethics and Accountability	18	5
Politics/Political Economy	18	5
Social Development	17	5

The dominance of the themes however fluctuated through time. For example, if analyzed by decade, in the 1990s (see Table 6), the most commonly published themes in the PJPA were public policy (17%) and organization and management (O&M) (12%), followed by intergovernmental relations (10%), and bureaucracy and social development (with 6% each), and PA as a field of study (5%). The other topics had 4% each: alternative delivery systems/NGO, politics/political economy, disaster risk reduction, local government and regional administration, ethics-accountability, democracy, and personnel administration.

Table 6. *Trend in Research Topics, 1990-1999*

	Frequency	%
Public Policy/Program Administration	27	17
Organization and Management/Leadership	18	12
Decentralization/Intergovernmental Relations	16	10
Bureaucracy	9	6
Social Development	9	6
PA as field of study	8	5

In the 2000s (see Table 7), governance-themed articles dominated the journal (16%), followed by a disciplinary theme (“PA as field of study”), with 11%. Intergovernmental relations or decentralization (8%) retained its position within the top three, while topics related to O&M (5%) and public policy (7%) declined their share.

Table 7. *Trend in Research Topics, 2000-2009*

	Frequency	%
Governance	18	6
PA as field of study	13	1
Decentralization/Intergovernmental relations	9	8
Politics/Political economy	9	8
Alternative delivery systems/NGOs/CSOs	8	7
Public Policy/Program Administration	8	7
Social Development	6	6
Organization and Management/Leadership	5	5
Democracy	5	5

In the 2010s (see Table 7), a revival of local government-themed and ethics-oriented articles dominated the journal (with 13% each), followed by public policy (11%). Democracy and alternative delivery systems also comprised the top five.

Table 8. *Trend in Research Topics, 2010-2019*

	Frequency	%
Local Government and Regional Administration	8	3
Ethics and Accountability	8	3
Public Policy/Program Administration	7	1
Democracy	6	0
Alternative delivery systems/NGOs/CSOs	4	6
Organization and Management/Leadership	4	6
Disaster Risk Reduction and Management	3	5
Personnel Administration	3	5
Fiscal Administration	3	5

Overall, public policy has been consistent in the last three decades, while intergovernmental relations/ decentralization, PA as field of study, and social development were consistent only in the 1990s and 2000s. The alternative delivery systems/NGO also showed consistency during the 2000s and 2010s, while a resurgence (from the 1990s, then in the 2010s) of organizational study was observed. The bureaucracy as a research theme reached its prominence in the 1990s. Governance (and political economy) also gained currency in the 2000s while in the 2010s, local government, ethics and accountability, and democracy increased their popularity (see Figure 19).

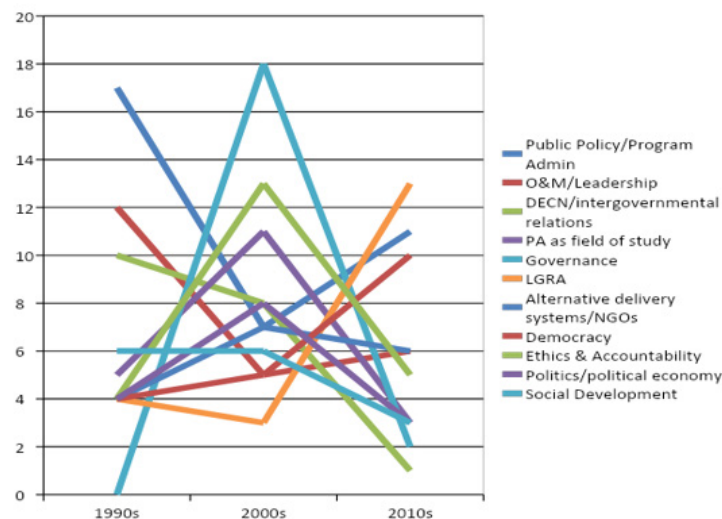


Figure 19. *Trends in Research Topics, by Decade*

Some topics remain under-examined or are still emerging in the journal. These include disaster risk reduction and management, information and communication technology, women and gender, security and peace, and urban studies. The presence of these relatively new areas of research in the journal's corpus of PA literature, nevertheless, supports Cariño's characterization of PA research as one that responds to evolving and expanding scientific and political and administrative thought. Some research areas have become rather

neglected or less studied, especially as they are key areas of specialization in the college's graduate program: fiscal administration and organizational studies.

Citation Practice

The citation of NCPAG researchers and scholars (including faculty, researchers, and retired faculty) in the journal was at 48.7%: almost half of the journal articles cited at least one scholar from the college. The 2010s saw the highest citation at 59.2% (see Table 9).

Table 9. Citation of UP-NCPAG Researchers/Scholars

	None	Yes	Total	A
1990s	79 (53%)	70 (47%)	181	32
2000s	68 (55.7%)	54 (44.3%)	131	9
2010s	31 (40.8)	45 (59.2%)	8	2
Total	178 (51.3)	169 (48.7)		

This figure however did not translate to citation of *PJPA* articles, as only 26.5% of published articles cited works from the journal. The 2000s logged the lowest (21.3%), while the 2010s recorded a 30.3% citation of *PJPA* articles (see Table 10).

Table 10. Citation of *PJPA* Articles

	None	Yes	Total	NA
1990s	106 (71.1%)	43 (28.9%)	181	32
2000s	96 (78.7%)	26 (21.3)	131	9
2010s	53 (69.7%)	23 (30.3)	78	2
Total	255 (73.5%)	92 (26.5)		

Self-citation has been observed to be a common practice (see King, et al., 2017). In the *PJPA*, self-citation is at 43.1% and is consistent across three decades. Single self-citation is the most common, with 92 articles (or 54.8% of those with self-citation), but multiple self-citation has been increasing (including self-citation of four or more works). Self-citation may reflect the continuation of research outputs by the scholars, a specialization and expertise, or a cultivation of a research niche.

Conclusion

The study examined several aspects of PA scholarship in the Philippines as reflected in the articles that appeared in the *PJPA* between 1990 and 2019. Using data historicization, cross-tabulation, and descriptive statistics, results show that some research sub-themes of PAs have been consistent for the last three decades, while other topics were prevalent only in the 1990s and 2000s, or found resurgence or currency just recently, are under-examined or are still nascent in the context of the journal. Others have become 'neglected' as a field of study, as they are less and less studied as a research area in the *PJPA*.

As for the research approach and methodology, qualitative studies continue to dominate the journal, but the proportion of quantitative articles has seen steady increase in the last three decades. Similarly, collaborative practice in the journal is gradually rising, but geographical diversity remains anemic.

Policy implications of the findings from this study include the review of the journal on its policy to increase diversity in contributors by reviewing its Editorial Board, and pool of reviewers. PJPA and other local journals are facing stiff competition with SCOPUS- and Web of Science-indexed journals, largely because of pecuniary incentives (publishing incentive schemes), and higher impact factor. These journals, unless already indexed internationally, may continue to struggle to attract manuscripts. This may in turn cause delay, create a backlog, or protract the residual backlog in their publishing regime. Other possible policy implications are on PA professional associations and networks (which may require a more active involvement in the journal management or solicitation by PA professional associations, such as the Philippine Society for Public Administration); on PA curriculum development; and on schemes that relate to collaborative practice, use of funding support, and methodology or approach in the PA discipline or among PA scholars.

As to the limitations of this study, there is no claim that the findings presented herein accurately represent the terrain of PA scholarship in the country. As some Filipino PA scholars publish in international journals, or in books/monographs or other forms, the trends that emerged are only for the articles published in the *PJPA*. It is worth noting that the editorial board and contributors of the journal largely come from the UP-NCPAG, its faculty, students and alumni.

Therefore, one area for future research points to a comprehensive inventory, if at all possible, of all journal articles and book chapters written by Filipino scholars in PA, as well as by foreign scholars of Philippine PA to further ascertain the breadth and depth of PA scholarship in the Philippines. It may also include a further unpacking of bigger topics, and the possible inclusion of sub-themes. Another area to examine is whether the scheme to internationalize through publication in international and indexed journals creates tension with the prospects to decolonize and indigenize the discipline. Other related research gaps include the examination of different ways the works of PA scholars are consumed, and the extent of its utility in curriculum development, and in government policies and practice.

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