Module 3

Management approach to public administration

Introduction

This module examines the managerial approach to public administration.

The study of administration of organisations has often been related to the business management academic field. While the traditional emphasis has been on better administration, it was first based on management in terms of a particular organisation. In the compartmentalised approach to public administration, the influence of economics, sociology and political science became dominant. Over the past three decades the traditional approach to public administration came with the concept of administration as a distinct area of human activity. The rationalised view of administration stresses the need for developing principles that may have universal applicability. The focus has been on what administrators do and what functions are performed by government organisations.

Public management is constantly being judged in the wrong context. It is erroneously viewed as a public counterpart to business management. The private sector analogy holds true for a portion of the total public management function, and the size of the portion depends on the degree to which the administrative operations of the jurisdiction are politicised. Public sector operations cannot be properly understood or evaluated outside the political context. This rationalised view also portrays administration of public policy as working outside partisan political influence. In some respects, the notion that a dichotomy exists between administration and policy-making is not too surprising.

Wilson (1941), whose efforts reflect the rationalised view of administration, stipulated this in his article "The Study of Public Administration", published in 1886. The basic premise of Wilson's argument was that the affairs of public administration were synonymous with those of the private sector that apply management tools all the time. The importance given to the concept of management and efficiency is illustrated in a 1939 publication by Gulick and Urwick. Their jointly published work, *Papers on the Science of Administration*, subscribed to the theory that efficiency was the number one axiom of administration. It followed, then, that the more skilled one became in his or her job, the more efficient the whole management of the organisation would be. The contribution of Simon (1956) to the decision-making emphasis of public administration is noteworthy. To Simon, the rational decision-making process is an ideal, and in reality organisations consist of many non-rational factors. Every investigation should be designed so that rationality in decision-making will be maximised and non-rational aspects

minimised. Simon called this decision-making process "bounded rationality".

Although many scholars believe that the management of government ought to involve rational decision-making, Braybrooke and Lindblom (1965) suggested that decisions should be made through small and incremental moves on particular problems that take the form of an indefinite sequence of policy moves. It must be evident, therefore, that public administration embraces a variety of disciplines, approaches and methodologies. In many instances, particular administrative problems must be examined in a situational context. In other cases, certain aspects of public administration lend themselves to universal managerial approaches.

No matter how we view public administration, it often presents a challenge in the need to solve economic, human, social, technical and political problems of all kinds. Appropriate solutions could be derived by applying strategic management principles to accomplish goals worth attaining.

Module outcomes

Upon completion of this module, you will be able to:

Outcomes

- *Define* the concept of managerial approach to public administration.

- *Analyse* and draw conclusions as to how these concepts are applicable to public administration in different countries.

- *Develop* personal management skills.

- *Apply* management concepts through critical thinking.

- *Differentiate* between traditional public administration and new public management.

Nature of managerial behaviour

According to Lussier (2006) and Shafritz, Russell and Borick (2011), a public manager is responsible for achieving government policy goals through efficient and effective use of resources. Efficient means doing things right, and effective means doing the right thing. The public administrator's tools include human, financial, physical and information resources. The most widely explored concept of managerial studies has been authority and how it relates to goal attainment. Traditionally, it has been assumed that a hierarchical structure places authority and power in the hands of various officials, but ultimately power and authority rests with those nearest the apex of the government organisational pyramid (Esman, 1991).

Thompson (1964) and Starling (2011) contend that increased specialisation fragments the total power of the organisation. In this respect, public administrators in senior positions are increasingly dependent upon their subordinates and non-specialists for the achievement of the department's or ministry's goals.

In the book *New Patterns of Management* (1961), Likert examined which characteristics of leadership and related variables differentiated between poor and good departments of organisation. He found that the principle of the supportive relationship was most important. This principle stipulates that leadership and other organisational processes must ensure a maximum probability that all relationships and interactions will be perceived by each member as supportive. Therefore, experiences are supportive when an individual sees them in terms of their own goals, expectations, values and aspirations as well as feeling the experiences are contributing to their personal importance or worth. Likert (1961) and Denhardt (2011) contend that organisational effectiveness can be increased in terms of high productivity, low turnover, cost and job satisfaction.

According to Rosenbloom, Kravchuk and Clerkin (2009) and Shafritz et al. (2011), managerial behaviour may be operationally classified in three categories:

1. The manager as a participant in external work flow. The public administrator is engaged in numerous lateral relationships preceding and succeeding work flow stages, not purely hierarchical relationships.

2. The manager as a leader. The public administrator attempts to secure a group response from their subordinates. Denhardt, (2011) noted it would be impossible to maintain a government organisation that was composed entirely of two-person or chain-type interactions.

3. The manager as monitor. The monitoring activity of public administrators is closely related to their tasks as leaders and participants in external work flows. It is the method or methods

they select to apprise themselves of how their internal and external relationships are proceeding and to identify stresses and strains that may require their intervention.

The systems concept of management emphasised the manager's involvement in a network of mutually dependent relationships. It rejects the notion that managerial duties define boundaries. Classical and human relations theorists contend that the public administrator's function is to instruct and direct subordinates and determine if direction has been followed. A systems concept, conversely, perceives public managers as being involved in a dynamic pattern of relationships where they seek to improvise and compensate by readjusting their behaviour in response to the environment.

There is a fallacy that public administrators should implement public policies and not make them. Policy is developed by all the activities of the legislative and executive branches of government. The people who co-operate in the executive branch of government purposes give meaning to such purposes. Those in a position of formal authority often do little more than:

- legitimate the policies developed at the lower levels of the hierarchy,

- make slight adjustments in some of the proposals submitted to them, and

- make occasional choice between submitted alternatives.

(Cox, Buck & Morgan, 2011; Rosenbloom et al, 2009)

This understanding is especially valuable when public managers prepare and use strategies of management, motivate workers and begin organisational changes.

Three managerial skills, therefore, are essential to the public manager. These skills are:

1. technical — the ability to use methods and techniques to perform a task,

2. human and communication — the ability to work with people in teams, and

3. conceptual and decision-making — the ability to understand abstract ideas and select alternatives to solve problems.

(Stillman, 2010).

In addition to the three skills, public managers are expected to perform four major functions. The functions include planning, organising, leading and controlling. (Greenberg & Baron, 2009).

1. **Planning:** The process of setting objectives and determining in advance exactly how the objectives will be met.

2. **Organising:** The process of delegating and co-ordinating tasks and allocating resources to achieve set objectives.

3. **Leading:** The process of influencing employees to work toward achieving objectives.

4. **Controlling:** The process of establishing and implementing mechanisms to ensure that the government department or ministry achieves its objectives.

Finally, public processes (whether public policy-making or public administration), take place within a polity (an overarching political jurisdiction). All public managers have two polities in which they exercise control — internal (their ministries or departments) and external (the outside political world). Just as public policy and public administration *both exists* in two polities, they also both have lives as culture (or have cultural existence"). These *public processes* are part of …*their* country… at the same time *they develop*…". For example, the political system (dictatorship, monarchy or type of religion) may influence the managerial functions of a senior public administrator in various countries.

Activity 3.1

Activity

1. What is the difference between the internal and external role of public managers?

2. What can public managers adopt from the managerial behaviour concept that could help them achieve the goals of their departments?

3. How does the pluralistic nature of the political system influence the managerial functions of a senior public administrator in your country?

4. In what ways are the managerial functions of government departments and agencies different from those in the private sector or non-profit organisations?

Managerial approach to public administration

According to Adamolekun (1999) and Weatherby et al. (2009), much of our perception of public management is from two traditions; the American and British perspectives.

These two countries have established the core managerial functions of public administrators in most parts of the world. On the other hand France, Spain and Portugal also influenced the administration of colonies they controlled. The Commonwealth countries (after gaining independence from the United Kingdom) adopted the Westminster model or managerial approach to public administration. This civil service managerial approach was later transformed in to an administration system in developing countries in Africa, Asia and the Caribbean in the decades following their independence.

The nations that define public administration in managerial terms adopted a businesslike approach. This called for the principle of maximising the distinction between public and private administration. From this perspective, public administration is essentially the same as a big business and ought to be run according to the same managerial principles (Rosenbloom et al., 2009). In order for government to become business-like, it had to be non-political and in this respect appointments into public administrations were made on the basis of merit and fitness rather than political partisanship.

Wilson (1941) argued in support of the reform that "administration lies outside the proper sphere of politics. Administrative questions are not political questions; rather, they are managerial questions, because public administration is a field of business" (p. 494).

Traditional approach

The traditional managerial approach dates from the nineteenth century, when reformers attempted to promote the reorganisation of the public service. In the nineteenth century the reformer protested against the political patronage appointment to the public services at all levels of government. This patronage appointment led to corruption, inefficiency, and the emergence of a class of political "spoilmen" (Henry, 2010).

The spoilmen were classified as unfit to lead any nation. During the traditional period, loyalty to the constitution (of some countries) was the basis for appointment to the public service. Some presidents thought fitness of character based on family background was enough to get one a government job. Further, character and competence were regarded as closely linked. Letters of recommendation written by prominent politicians also enhanced obtaining employment in government. Some presidents also worked closely with members of the national senate to make patronage appointments (Dresang, 2002).

A principle that was established during the traditional era was the recognition that public administrators should be treated in accordance with the level of their responsibilities. Public administrators who were high-ranking policy makers and managers usually served at the pleasure of the president. Junior public administrators with specialised skills, such as clerks, custom employees, surveyors and postal employees were commonly regarded as serving for an indefinite period and dismissible only for cause. In some instances patronage appointments were rewards for those who were able to deliver a bloc of votes for the president or state governors. Presidents used patronage appointment to maintain unity rather than for security competence (Shafritz & Russell, 2003; Dresang, 2002).

During the traditional period public administrators were forced (in some countries) to follow extensive regulations. The behaviour of public managers was controlled and the likelihood of arbitrariness reduced. This meant that no citizen was allowed to get preferential treatment. The structure that was set up to make public service equitable became procedurally oriented, inflexible and apathetic to the needs of citizens it

was designed to protect and assist. As a result, citizens began to question the effectiveness of their public administration.

The traditional approach was classified as running the affairs of the government in a non-businesslike manner. According to Rosenbloom et al. (2009), the traditional managerial approach may be better for some functions, whereas the new public management approach may be more suitable for other government functions, such as social welfare programmes, health care, education, energy, transportation, communication and so on. New public management was a concept designed to help combat the flaws of the traditional managerial approach in some western industrialised countries.

Development administration (the process of guiding a nation's government to achieve development objectives) was adopted in newly independent countries in Africa, Asia and the Caribbean. The orientation of the traditional managerial approach to public administration, which viewed government organisations informally rather than in human terms, diminishes the importance of the individual public servant. It could be argued that reliance on impersonality tends to be counterproductive because it generates dysfunction (Dresang 2002). Denhardt (2011) presents another argument that the impersonal view of the individual is ingrained in the traditional approach and is considered essential to maximising efficiency, effectiveness and economy. Recent changes to the traditional managerial approach have positively affected the public administration of Australia, Canada, New Zealand and the United Kingdom.

New public management

The transformation and role of public management in the past three to five decades has fallen into two major divisions.

1. The traditional managerial approach reformers called for the reinvention of government and the development of a new public management (NPM). The objective of improved performance in public management is often linked to the reduced role of government. The NPM approach tends to apply market principles to governmental administration. NPM emphasises competition, customer service and contracting out. It also emphasises merit-based promotion, recruitment and increased autonomy for public managers. There is an emphasis on performance measurement with particular attention to the delivery of services to the public (Dibie, 2003; Adamolekun, 1999). Stillman (2010) contends that the NPM is supplanting the traditional approach to public administration in many nations' governments. Reforms in the public sector of Canada, Australia, New Zealand, the United Kingdom and some Scandinavian countries began in the 1980s and early 1990s.

2. The NPM approach started when the new-right group critique of contemporary public administration found its way into the

political programmes (Eliassen & Sitter, 2008). Their entry set the scene for the emergence of a series of reforms that subsequently attracted the call for a "new public management" approach in the public sector. According to Pollitt and Bouckaert (2004) and McLaughlin and Ferlie (2002), reforms in public service provision carried out by the governments of President Ronald Reagan (United States, 1980-1988) and of Prime Minister Margaret Thatcher (United Kingdom, 1979-1990) were among the clearest examples of NPM.

The basic theme of the NPM is that governments focus on improving the economy, efficiency and effectiveness of public services. The NPM calls for:

- an effort to control costs;
- a shift to focus on the effect of the service, for example, better service provision; and
- focusing on producing more services for a given budget.

Pollitt (2003) contends that NPM was, therefore, understood as a quest for improving national government capacity alongside regional integration, privatisation, liberalisation and new management tools. There are three very important variables included in the NPM reform.

These variables are:

- reorganisation,
- competition, and
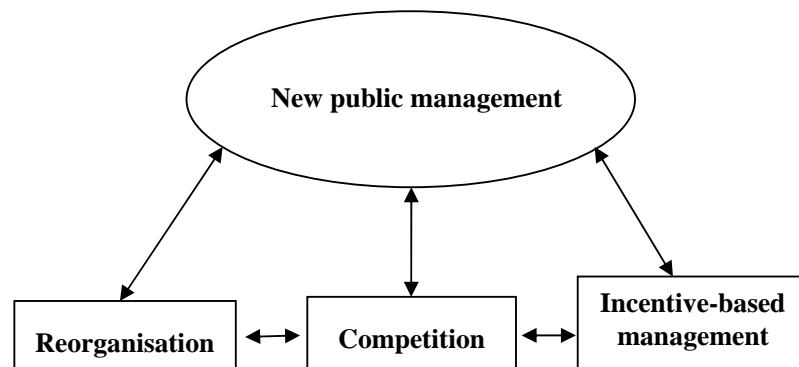- incentive-based management (discussed further below).

Figure 3.1 Nature of new public management

Source: Dibie (2003)

Reorganisation

The NPM reform included the reorganisation of the public sector with the view to improving information and control. Reorganisation includes explicit standards, performance and performance indicators and has a strong emphasis on controlling and measuring performance.

It also includes the disaggregation of the public sector into more manageable units with the intention of separating policy-making and service delivery (Henry, 2010; Eliassen & Sitter, 2008). One major problem that galvanised criticism of government bureaucracies was the lack of information. It was argued that reorganisation of the public sector into smaller units could improve this problem. Dunleavy and Margetts (2000) used the term disaggregation of the bureaucracies to describe how the public sector should be divided into small units responsible for different aspects of policy provision. The intention is to permit both greater autonomy for the separate agencies and clearer lines of control and accountability. Dunleavy and Margetts (2000) also used the term "arm's-length" to capture the idea that reorganisation of bureaucracies could be designed to keep separate from one another the functions of deciding how much of a particular service should be provided, purchasing the service, providing the service and controlling and evaluating it (Denhardt, 2011; Eliassen & Sitter, 2008).

Competition

NPM reform also includes efforts to increase competition within the public sector or through direct competition between private and public providers. One intention of the NPM was to break up (or limit) monopolistic characteristics of public sector bureaucracies by introducing elements of competition. According to Rosenbloom et al. (2009), the NPM reform also advocated inducing competition between internal and external stakeholders. It also encouraged alternative means of providing goods and services; even among the sub-units of single monopoly organisations (Denhardt, 2011; Eliassen & Sitter 2008). For example, public doctors and hospitals (in many western European countries) are now obliged to compete for patients (Hill & Lynn, 2010).

Incentive-based management

The third focus of NPM reform is incentive-based management in the public sector. This requires adopting personnel management techniques from the private sector. It also requires moving from rigid pay-scales to performance-related pay (and in some cases) limiting trade union influence. This approach also encourages more discretionary power given to managers and clearer demarcation between political and operational accountability (Starling, 2011; Eliassen & Sitter, 2008).

The major point to note about NPM is that it is not a matter of organisational change and introducing elements of competition into public service provision alone. At the senior level, this reform also required external recruitment, performance-related pay and more short-term contracts. According to Denhardt (2011), some measures associated with NPM include the introduction of independent agencies (or the use of external regulators and control mechanisms) within the public sector. This has become a long-standing feature of many European countries.

Osborne and Gaebler's (1992) bestselling book, *Reinventing Government* stated that NPM reforms appeared to have embraced the following premises:

- **Flexibility:** Public administrative culture changing to be more flexible, innovative, problem solving, entrepreneurial and enterprising as opposed to rigid and rule-bound.

- **Employee empowerment:** What was a hierarchical chain of command now promotes teamwork.

- **Focus on results:** Public administration focuses on achieving results rather than primarily conforming to procedures.

- **Deregulation:** Government should be deregulated, thereby making managers driven by competition, customers and accountability for results, as well as ensuring they make best use of their employees and budget.

- **Steering, not rowing:** In other words, government may appropriately rely on third parties such as other governments, non-profit organisations and corporates to deliver services, implement policies and enforce some regulations.

- **Marketisation:** Public administration should make better use of market competition in the provision of goods and services. Agencies should be made to compete with each other.

- **Customer-driven:** Public administration should operate in a more market-like style and be customer-driven. Customer service initiatives could galvanise such changes as emulating best practice. Rosenbloom et al. (2009) contend that government agencies should use their resources to create valued services for customers.

- **Mission-driven government:** Public entrepreneurs focus first on the mission of the public sector: what the government organisation strives for internally and externally. The budget, human resources and other systems are designed to reflect the overall mission.

Activity 3.2

Activity

1. What do you consider to be the advantages and disadvantages of NPM? Have NPM approaches been adopted in your home country?

2. How is the traditional managerial approach different from NPM?

3. Think about some public administrative issues that have recently been in the news. Consider whether the traditional managerial, NPM or governance perspective emphasised in this module are present in the general discussion. If so, are the proponents and opponents addressing each other's concerns?

4. Discuss the key premises of NPM.

Governance

According to Henry (2010), the term governance has come to replace new public management in most public administration books. This is because public policy reform in Europe has developed beyond the stage where NPM adequately describes current practices. Further, it is because both academics and politicians have sought to distinguish between the NPM-like agenda of centre-right government and the modernisation projects of the new centre-left (Starling, 2011; Eliassen & Sitter, 2008).

Weller (2000) contends that governance is a matter of some centre-left government quest to improve on NPM. Governance is also, partly, a search for an alternative political project that could combine the focus on market mechanism and public sector efficiency with the Left's more traditional focus on civil society and commitment to the welfare state. Adamolekun (1999) contends that the main elements of governance, on which there is a broad consensus in the public administration literature, are:

- freedom of expression and association,

- rule of law,

- electoral legitimacy,

- accountability and transparency, and

- development-orientated leadership.

Just as the traditional public administration relied heavily on direct state intervention and on reallocation of resources, and while the NPM relied primarily on legal regulations, contracts and incentives, the debate on governance suggests that public policy depends on resources to a wider set of tools (Denhardt, 2011; Hill& Lynn, 2009; Eliassen & Sitter, 2008). Sedelmeier (2001) contends that the governance debate presented three very important themes:

1. **Modernisation of public services beyond NPM:** The major tenet was that the debate on governance galvanised NPM reform. The outcomes were that the reform started with those parts of the public service that could most easily be privatised or exposed to competition without much risk. For example, during the Thatcher administration British telecommunications and local refuse disposal were among the first privatisations (Bovaird & Loffler, 2009). In some European countries local governments were legally obliged to put services out to tender. The governance approach required governments to introduce a more complex set of targets and performance evaluations than envisaged in the early NPM reforms (Eliassen & Sitter, 2008; Rosenbloom et al., 2009). The new governance initiatives also established a stronger focus on citizens' rights and more involvement of the voluntary sector. It was also interesting to note that some government

activities shifted to the market (service provision), and the individual (decisions about choice of service provider).

2. **The relationship between governments at several different levels** — the global, regional and local or multi-level governance. The debate on governance also initiated the changing relationship between the state and subnational organisations, primarily the European Union (EU). The European Union system rests on a combination of regulation and collaboration (Starling, 2011). For example, where the EU relied on co-ordination (or soft law), the room for national variation is even greater. This practice led to the suggestion that policy outcomes depend more on bargaining and persuasion than on hierarchical rules and that norms about appropriate decision-making are as important as formal rules and power (Sbragia, 2000; Eliassen & Sitter, 2008).

3. **A more centre-left political narrative or project** — governance was linked to the centre-left modernisation projects in a number of European countries. The British Government (under Prime Minister Tony Blair) is a good example. Wilson (1941) contends that the term governance captured both a new political project that is largely associated with the centre-left in the 1990s and efforts to develop public policy beyond the NPM model, and all in the context of closer European integration. Bovaird and Loffler 2009) and Starling (2011) argued that the NPM reform focuses on designing an incentives system and introducing competition into the public service, at the same time, retaining a clear boundary between the now smaller state and the private sector. Further governance relies on a wider set of policy tools and techniques. The changing patterns of urban governance suggests governments increasingly rely on techniques that go beyond NPM, such as:

   - persuasion — to establish legitimacy and promote partnership;

   - communication — to facilitate learning and openness;

   - government spending — to encourage co-operation between public, private and voluntary actors; and

   - monitoring — in order to spread best practice and improve performance. Unlike the NPM reform, this kind of monitoring also helps to promote competition (Eliassen & Sitter, 2008).

The NPM reforms began to blur the boundary between the public and private sector by opening up government contracts for tender, thereby involving private companies directly in public provision of goods and services. Governance covers not only the actions of government, but also the wide range of institutions and practices involved in governing.

Governance:

- involves a broader set of policy instruments than legislation,

- blurs the boundaries between the public, private and voluntary sectors,

- involves several levels of government and mutual power-dependence,

- encourages a holistic approach such as joined-up government,

- relies on autonomous networks as much as on hierarchical organisations, and

- leans towards flexible regulatory systems for regulation inside government.

Finally, it is important to note that both the new public management and governance are practices applied to a series of connected developments rather than a clearly defined and coherent set of reforms. Governance reflects both policy and political development. It promotes changes on how public services are delivered and in how governments justify and present public sector reforms. The public administration literature suggests, however, that neither NPM nor governance set out a clear programme for public sector reform (Dibie, 2003; Denhardt, 2011; Rosenbloom et al., 2009).

It would be reasonable to argue that a public administration system that functions in an environment of accountability and transparency, with officials fully aware that they would be held accountable for their actions, is likely to perform more efficiently and effectively than one that operates in a dismal environment. Good governance could foster sustainable development as well as public administration capacity.

Activity 3.3

Activity

1. What are the major premises of the governance approach to public administration?

2. After the establishment of the NPM reform what was responsible for another call for the reform beyond NPM that is also known as governance?

Development administration

The concept of development administration has been almost exclusively used with references to the developing countries of Africa, Asia, Middle East and Latin America (Dwivedi, 1999). The concept describes the processes of establishing an effective public administrative system that could consistently and pragmatically deliver goods and services to the citizens in an efficient and equitable manner in developing nations (Adamolekun, 1999).

Development administration is the management approach adapted for the particular needs of developing nations. Development administration is an integral part of societal development and is profoundly influenced by the

overall political, economic and cultural attributes of the society (Jreisat, 2002). It deals with the concepts of consumption, production and distribution as the principal determinant task of development administration. From a broad perspective, the role of the state was seen as correcting and rebuilding economic process. The focus is on new administrative dynamics that will help to stir a production revolution in developing countries. This administrative move is also expected to positively affect both the industrial and agricultural sectors with an objective of minimising current problems of unsustainable production. From this perspective, development administration cannot be divorced from either political economy or a theory of development.

According to Olowu (1999) and Esman (1991), development administration is closely tied to foreign aid and the Western formula for development planning. According to Bovaird and Loffler (2009) and Heady (2001), development administration is the blending of all the elements and resources, human and physical, in a concerted effort to achieve agreed goals. It is the continuous cycle of formulating, evaluating and implementing interrelated plans, policies, programmes, projects, activities and other measures to reach established development objectives in a scheduled time sequence (Bovaired and Loffler, 2009).

It is interesting to note that the characteristics of development administration as presented by Bovaird and Loffler (2009) and Dwivedi (1999) stressed the formal and technical aspects of government functions. Development goals are assumed to be agreed by both developing as well as Western industrial countries' public administrators (Jreisat, 2002). The role and influence of the administrators of developing nations closely depends upon two concepts of the state and the economic growth model on which the Western world is divided:

1. The new doctrine of democratic planning
2. The old doctrine of economic liberalism

According to Hill and Lynn (2009) and Dwivedi (1999), five major themes can be derived from the concept of development administration.

1. Development could only be attained by modernisation.
2. The predominant feature of development is economic development; the latter defined in terms of growth.
3. Quantitative change or economic change would produce a critical mass leading to qualitative change.
4. The process of development historically entails the movement of societies between a traditional agrarian stage of underdevelopment and that of development after the take-off (industrial) stage.
5. Development also emphasises harmony, which is stable and orderly change.

Appropriate organisation and administration are used interchangeably as a machinery of government to achieve development. When applied to nation-building, they are increasingly being reflected in a new administrative science or discipline called "development planning and

administration". Development administration pertains to policies, organisations, processes particularly adapted to the initiation and implementation of development objectives (Jreisat, 2002). It is, therefore, very clear that the administration of development is a radically different function from the maintenance of law and the conduct of routines.

Development is concerned with producing change. The functions of government must be designed to administer change. All countries are expected to be developing (or in transition between) the agrarian and the industrial poles. In some developing countries, the new administrative environment now emphasises public-private partnership and market-friendly strategies. Those development public administrators who remain in strictly government services would need to re-orient themselves towards a more market-friendly role.

Activity 3.4

Activity

1. In what ways is development administration different from industrial administration?

2. Why do you think former colonised nations need development administration?

3. What are the characteristics of development administration?

Module summary

Summary

In this module we have examined the various managerial approaches to public administration. We explored traditional and new public management approaches as well as how to better enhance public administration.

The relationship between public administration and organisational theories was also examined. It contends that the traditional managerial approach may be better for some functions, whereas the new public management approach may be more suitable for other government functions, such as social welfare programmes, health care, education, energy, transportation and communication.

The new public management reform programmes suggested that public service provision in the Western industrialised and liberal democracies might be converging along the lines indicated by its core principles. Services would be disaggregated, subject to more competition and incentives used more in public service production and provision.

At times when public sector reforms are guided by comprehensive and coherent models, it is the political realities of the day and the local context that determine how public management is organised and implemented.

What is needed in developing countries' public administration is good leadership. This module also presented an argument that development issues are political because they deal with the authoritative allocation of values in the context of limited and sometimes fast-diminishing resources. Therefore in most developing countries public sector management cannot remain purely within the domain of value-free administration. What is needed immediately is a new style of development administration and management, which blends political, economic, administrative, cultural and religious forces to produce the desired sustainable development.

The next module discusses two managerial models: traditional and new public management. Each perspective will be explored in detail. The purposes of public management and the different ways of effectively using public administration to resolve public problems will be examined. The module contends that the impersonal view of individual relations is deeply ingrained in the traditional managerial approach and is considered essential to the maximisation of efficiency, economy and effectiveness.

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Activity feedback

Feedback

Activity 3.1

1. The manager as a participant in external work flow. Here the public administrator is engaged in numerous lateral relationships preceding and succeeding work flow stages, not purely hierarchical relationships.

2. All public managers have two polities in which they exercise control — internal (their ministries or department) and external (the outside political world). Just as public policy and administration exists in two polities, it has a similar double life as a culture. It is part of the greater culture of its country or society at the same time that it develops and nurtures its own government and organisational culture.

3. The pluralistic nature of the political systems, conversely, perceives the public manager involved in a dynamic pattern of relationships where he/she seeks to improvise and compensate by readjusting his/her behaviour in response to the environment.

4. Public managers need programme continuity and political stability to carry out their responsibilities consistently. In the private sector, business managers' planning is easier because there are no automatic demands of due process or legally prescribed guarantees concerning hiring, firing and promotion.

Activity 3.2

1. The NPM approach tends to apply market principles to governmental administration. NPM emphasises competition, customer service, and contracting out. It also emphasises merit-based promotion and recruitment, and increased autonomy for public managers. There is also an emphasis on performance measurement, with particular attention to the delivery of services to the public. Disadvantages of NPM include: NPM relied primarily on legal regulations, contracts and incentives; NPM did not promote competition.

2. During the traditional period, loyalty to the constitution of some countries was the basis for appointment to the public service. Some presidents thought fitness of character based on family background was just enough to get one a government job. The NPM approach tends to apply market principles to government administration. NPM emphasises competition, customer service and contracting out. It also emphasises merit-based promotion and recruitment, and increased autonomy for public managers.

3. In the United States, the recent economic crisis has led to the debate on what the government role should be. Proponents argue that customer-driven public administration should operate in a

more market-like style. Customer service initiative could galvanise such changes as emulating best practice. Rosenbloom et al. (2009) contend that government agencies should use their resources to create valued services for customers. This argument embraces both the NPM and governance perspectives.

4. The basic theme of the NPM is for governments to focus on improving the economy, efficiency and effectiveness of public services. The NPM calls for: (a) efforts to control costs; (b) a shift to focus on the effect of the service, for example, better service provision; and (c) a focus on producing more services for a given budget.

Activity 3.3

1. Governance is also partly a matter of a quest for an alternative political project that could combine the focus on market mechanism and public sector efficiency with the Left's more traditional focus on civil society and commitment to the welfare state.

2. The NPM calls for: (a) the efforts to control costs; (b) a shift to focus on the effect of the service, for example, better service provision; and (c) a focus on producing more services for a given budget. While governance calls for alternative political projects that could combine the focus on market mechanism and public sector efficiency with the Left's more traditional focus on civil society and commitment to the welfare state. The changing patterns of urban governance suggests that governments increasingly rely on techniques that go beyond NPM, such as:

    - persuasion, to establish legitimacy and promote partnership;

    - communication, to facilitate learning and openness; and

    - government spending, to encourage co-operation between public, private and voluntary actors.

Activity 3.4

1. Development administration is concerned with the transition from agrarian to industrial development, while industrial administration is concern with sustaining its already developed infrastructure. It emphasises public-private partnership and market-friendly strategies

2. Former colonised nations need development administration because they are mostly poor and would need development administration in order to change from agrarian to industrial nations.

3. The characteristics of development administration stressed the formal and technical aspects of government functions. Development goals are assumed to be agreed upon by both developing as well as Western industrial countries' public administrators. The role and influence of the administrators of

developing nations closely depends upon two concepts of the state and the economic growth model on which the Western world is divided:

    i.   The new doctrine of democratic planning

    ii.   The old doctrine of economic liberalism

According to Hill and Lynn (2009) and Dwivedi (1999 a), five major themes can be derived from the concept of development administration.

    i.   Development could only be attained by modernisation.

    ii.   The predominant feature of development is economic development; the later defined in terms of growth.

    iii.   Quantitative change or economic change would produce a critical mass leading to qualitative change.

    iv.   The process of development, historically, entails the movement of societies between a traditional agrarian stage of underdevelopment and that of development after the take-off (industrial) stage.

    v.   Development also emphasises harmony, which is stable and orderly change.