

# A Comparative Analysis of New Public Management New Public Service and New Public Governance

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## Abstract

The objectives of this research article are 1) to study and compare the philosophy, foundation, essence, similarity, and the difference of the New Public Management, New Public Service and New Public Governance and 2) to propose the guidelines for the implementation of New Public Management, New Public Service and New Public Governance used in public administration. The population and sample groups are 19 books, textbooks, articles and researches per subject. The research tools are the document survey form and the record form. The data analysis uses content analysis and discourse analysis. The research findings showed that 1) New Public Management (NPM) had philosophy and foundation that focused on empirical and logical positivist. The elements and the essences of NPM were a catalytic, community-owned, competitive, mission-driven, result-oriented, customer-driven, privatized, anticipatory, decentralized, and market-oriented government. New Public Service (NPS) had philosophy and foundation that focused on normative. There were seven significances of the concept of NPS. Those were serving as citizens not customers, searching for the public interest, value citizenship over entrepreneurship, thinking strategically and acting democratically, recognizing that accountability was not simple, serving rather than steering and valuing the people, not just productivity. New Public Governance (NPG) had philosophy and foundation that focused on normative. The elements and the essence of NPG were decentralization to local governments and civil societies to be a strong social partnership. The state reduced role and authority, focused on networking, a diversity of mutual cooperation, trust, norm of social exchange, sacrifice and social responsibility. NPS was significantly different from the NPM in several aspects. NPS had similarity in philosophy and foundation to the concepts of NPG. 2) New Public Management can be applied in the public management in several cases such as Budgeting Cutback, Reduction in Force, Corporatization or Privatization, Market Testing or Contestability, Devolution of the Centralized Control, Downsizing, Performance Agreement, Contract Out or Outsourcing, etc. The New Public Service can lead to the implementation in several cases, for example,

Popular Participation, Active Citizen, establishment of people's council or Public Consultation Council, increase of roles of the people's council or community organizations in the public management. Meanwhile, New Public Governance concept leads to the operation both in the enhancement of Public Private Partnership (PPP) and Public and Private Network.

**Keywords:** New Public Service, New Public Management, New Public Governance

## Introduction

The study on Public Administration has the long evolution. During the decade of 1980-1990, New Public Management (NPM) occurred with the important academicians; Christopher Hood (1991), Jonathan Boston (1996), David Osborne and Ted Gaebler (1993). The concepts are based on the Neo-Classic economic concepts, Managerialism, and Public choice theory. The Neo-Classic economics and Managerialism are considered the important foundation of New Public Management. This concept pays attention to the market mechanism with the Results Oriented. The achievement can be measured with the clear Key Performance Indicators: KPI. The Business-like Approach applies the methods and technics in economics and business administration into the public management. The New Public Management is popularly applied to the bureaucracy reform in several countries until becoming the mainstream concepts for the study on public administration from 1990 onwards.

Later, in the end of 1990 to early 2000, some academicians turned to pay attention to and develop New Public Service (NPS) concept led by Janet V. Denhardt and Robert B. Denhardt (2000, 2001, 2007). It is the critical concept of New Public Management. This New Public Service is based on the concept of participatory democracy of the citizens, community model, civil state, organizational humanism, New Public Administration, and postmodern public administration. The main essences of NPS focus on the value of democracy by paying attention to the participation of citizens. The people are considered as the owners of public services being responsible for serving or responding to the needs of people. Therefore, the people are the citizens, not the customers of the public agencies. Thus, the value of services is more than the service productivity.

Later, in 2006, Stephen P. Osborne (2006, 2010) proposed the concept of New Public Governance (NPG) which was the concept of New Public Management by paying attention to the variety or pluralism. The public administration must focus on the proactive operation in terms of Network Management under the Good Governance system which requires the design of the structure facilitating the coordination of the parties or sectors. From this reason, public service provision is not the responsibility of the government solely. The responsibilities from all sectors are needed to participate in the management and operation altogether.

All of the three concepts in public administration; New Public Management, New Public Service, and New Public Governance, have the foundation of philosophy, essences as well as the application of such approaches. The interesting issue in the academic matter of the public administration therefore requires the study for analytical research to compare such concepts with two important objectives; (1) to compare the fundamental philosophies, the foundation, the essences, the similarities, and differences of the New Public Management, New Public Service, and New Public Governance and, (2) to propose the guidelines for the implementation of New Public Management, New Public Service, and New Public Governance to be beneficial in public administration.

## Research Method

This research is a qualitative research. The population and sample groups are 19 books, textbooks, articles and researches related to public administration for the 3 concepts per subject. There are 3 main steps; (1) Revision of knowledge, concepts, theories and principles

of public administration, (2) Analysis and comparison of the three concepts and, (3) Analysis and conclusion. The research tools are document survey forms and recording forms. The survey forms are used to explore the knowledge in public administration. Then, the main contents will be recorded in the recording forms. Regarding the data analysis, it begins with the typology and taxonomy of each public administration concept. Then, the content analysis and the discourse analysis are conducted to understand the essences, focus points, similarities and differences of each concept of public administration, and then the concepts of philosophy, source or foundation, elements or substances of each concept will be summarized.

## **Research Results**

### **Comparison of philosophies, foundations, essences, similarities and differences of New Public Management, New Public Service, and New Public Governance**

The philosophy or foundation of the three concepts of public administration is both similar and different. The New Public Service has the philosophy and foundation similar to that of the New Public Governance. Both concepts are normative believing and valuing what should be in the public administration such as social justice, citizenship, and democracy promoting participation and collaboration in the form of networking. Meanwhile, the New Public Management is based on the philosophy of empirical concept and logical positivist philosophy that believes in what can be proven, tested and measured such as the efficiency, cost effectiveness, and benefits.

The New Public Management is based on the Neo-Classic economic concepts, managerialism, and public choice theory. The elements and essences are; (1) Require the public organization to supervise rather than take an action, (2) The public administration system needs to be owned by the community, (3) The public organization needs to be competitive for public services, (4) The public administration system is required to be driven by the missions rather than being driven by rules, (5) Require the public organization to provide the system paying attention to the operational results rather than paying attention to the administration output factors and operational process, (6) The public administration system needs to be more responsive to customer requests than to respond to the needs of the bureaucracy and the government officials themselves, (7) Require the public organization to be operated in an enterprise-oriented manner seeking income rather than spending, (8) Require the public organization to be the system with the surveillance, (9) Require the public organization to be the system that decentralizes from above into the hierarchical order, and (10) Require the public organization to be modified by the market mechanism. (Osborne and Gaebler, 1993)

The New Public Service is based on 4 concepts; democratic citizenship, community and civil society, organizational humanism, New Public Administration and postmodern public administration. The essences or knowledge of NPS are derived from the interpretation, analysis, and criticism on other public administration concepts by criticizing the New Public Management concept. The elements and essentials of NPS are; (1) Citizenship services, not customers, (2) Focus on public interest search between the government and the citizen, (3) The emphasis is on citizenship rather than entrepreneurship, (4) Strategic thinking but democratic practices, (5) The realization on the responsibilities is not easy for anyone or any organization to do it, (6) Take an action or provide services more than directing, and (7) Value or give the importance to the people rather than productivity or yields. (Denhardt and Denhardt (2007)

The New Public Governance has the elements or essences consisting of; (1) Decentralization to local administrative organizations and civil society as a strong social partner and jointly produce public services. This will make the democratic process at the grassroots level

stronger leading to sustainable development, (2) The state needs to reduce its role. It does not need to be a manufacturer of goods and services directly to the people. However, it should be possible to work together in the form of a network, (3) Focus on the network model, promote cooperation with diverse networks whether many government agencies, organizations, private organizations, communities, private development organizations, educational institutes, professional stakeholders, and international organizations, and (4) Focus on trust, the norm of social exchange, sacrifice, support, and with social responsibility. (Osborne, 2010)

According to the analysis and comparison of New Public Management concept, New Public Service, and New Public Governance, the viewpoints for comparing all of the three concepts can be summarized as shown in Table 1.

**Table 1** comparing the viewpoints of concepts of NPM, NPS, and NPG

<b>Issues of compared viewpoints</b>	<b>NPM</b>	<b>NPS</b>	<b>NPG</b>
<b>Foundation of theories and epistemology</b>	Using the economic theories and public choice employing positivist	Using the democratic theories, interpretation, and criticism employing the positivism	Using the democratic theories and policy network employing the positivism
<b>Patterns of human behaviors</b>	Economic man	Democratic man	Network man
<b>Concept of public benefits</b>	It is a matter of representations in aggregating the benefits of each individual.	It is a result of the exchange of values of citizens.	The network partners, public sector, private sector, and people that can participate and share common responsibilities in the government administration and public service provision.
<b>Viewpoint on the citizen</b>	Customers	Citizens	Network Partners
<b>Viewpoint on the bureaucracy</b>	Negative	Positive	Positive
<b>Viewpoint on the private sector</b>	Positive	Negative	Positive
<b>Roles of the government</b>	There is the direction of action and the stimulation is used for creating the competition. The government enterprise is privatized using the business model management.	The services are provided through the negotiation of the community and related citizens.	The public services are mutually provided as a network to grant the opportunity for people and network partners to participate in the policies and to implement the policy along with monitoring the evaluation of results.

<b>Issues of compared viewpoints</b>	<b>NPM</b>	<b>NPS</b>	<b>NPG</b>
<b>Mechanism for the achievement of objectives of the policy</b>	Create mechanisms and structures that provide incentives for the compensation for private sector and other organizations as the operator	Create partnerships among various agencies whether public, private, non-profit, and civic organizations to find mutual agreements and requirements.	Have the management following the mechanism of network partners focusing on the collaboration, setting the goals, and achieving the goals as well as working altogether.
<b>Approaches on the responsibilities</b>	Work following the market system focusing on customer responsiveness and personal interests.	Work with diversity in laws, values, communities, political norms professional standards and interests of citizens	Be responsible for public interest focusing on ethics and be verified by the network.
<b>Use of discretion in the management</b>	Be able to use the discretion at very high level to achieve entrepreneurial goals.	The use of discretion is required and it can be verified.	Networks can be discretionary if necessary but it can be monitored and transparent.
<b>Assumptions on the organizational structure</b>	Decentralize the government organizations emphasizing the control and supervision of the entire government operation directly.	Collaborate in working by using the leadership skills in management from all sectors both inside and outside the organization.	Government structure and roles of civil servants are adapted to the partners in the network partnership having the mechanisms that allow the public sector, private sector, and various parties to participate in the administration.
<b>Assumptions on the fundamental motivations of the administrators and the government officials</b>	The spirit of entrepreneurship and the need of the government sector in reducing the size.	Public service to meet the needs of society.	Solve the problem of lack of participation and social inequality.

According to the comparative study on the three public administration concepts, it is found that the New Public Service is very similar to the New Public Governance. However, it is

different from the New Public Management in various issues. The similarities and differences can be summarized as follows.

The New Public Service and the New Public Governance pay attention to the citizen first, public interest, democracy, accountability, negotiation to find the summary and commitment to the citizen and community to really distribute the public interests to the society. The New Public Governance concept does not require only active citizens but it also needs the concentration of civic engagement and other sectors in the form of network partnership. New Public Service and New Public Governance have very similar essences and core values. The focus is on civic engagement, democracy, roles of public administrators in social change, management values which are not only about the effectiveness, efficiency and safety, it must also emphasize the equality, fairness, responsibility, and ethics in administration. This similarity makes it possible to see that both concepts are the same group of concepts. It is also the anti-logical positivism. However, NPG expands the details of NPS increasingly in several issues especially in the view of multi-sectional public administration which must focus on building strong networking partnership in the joint operations.

The differences between New Public Management, New Public Service and New Public Governance are various. NPS is the concept or critical discourse on NPM. NPS does not agree to look at people as customers like NPM. On the contrary, it considers people as citizens who need public interests or long-term benefits more than personal benefits or short-term interests. In public service, the public administrators are solely co-responsible. They are not the operators or the business owners. The performance and productivity are not more important than equality, justice and accountability of the public sector. The value of fairness, ethics, and responsibility are the goals of public services. The governmental service does not only deliver goods or services to citizens but it is also the delivery of democracy to citizens. Meanwhile, New Public Governance is based on the ideas and values more similar to NPS than NPM. It is the normative concept as well. However, NPG does not criticize the NPM concept as seriously as NPS. NPG looks at the bureaucracy and public administration positively as well as permitting the public administration to be responsible by the government agencies to engage with the private sectors and the public in the form of public network partners.

### **Recommendations for the implementation of New Public Management, New Public Service, and New Public Governance in the public administration**

New Public Management is widely used in the reform of the bureaucracy of various countries to make the governments work more efficiently and the achievements can be more measurable. The examples of uses are Cutback, Reduction in Force, Corporatization or Privatization, Market Testing or Contestability, Devolution of the Centralized Control, Downsizing, Performance Agreement, Contract Out or Outsourcing, etc.

New Public Service concept can lead to the operation in various cases, for example, Popular Participation, Active Citizen, establishment of a People's Council or Council of People's Advisors, increasing roles of public sector or community organization in government administration. Meanwhile, New Public Governance leads to the operations in promoting Public Private Partnership (PPP) and Public and Private Network.

### **Conclusion and Recommendation**

The philosophy or foundation of the three concepts of public administration is both similar and different. The New Public Service has the philosophy and foundation similar to that of the New Public Governance. Both concepts are normative believing and valuing what should be in the public administration such as social justice, citizenship, and democracy promoting participation and collaboration in the form of networking. Meanwhile, the New Public Management is based on the philosophy of empirical concept and logical positivist

philosophy that believes in what can be proven, tested and measured such as the efficiency, cost effectiveness, and benefits.

In conclusion, the NPS and NPG have the features of critical discourse and attempt to bridge the gap of NPM. In making NPS and NPG be interested and encouraging this concept to be more acceptable as well as being more clear and concrete, the researches on both NPS and NPG should be encouraged to be conducted both theoretical and practical. The values of combining NPS and NPG with the new methods and technics of New Public Management should also be promoted in order to achieve public administration consistent with the diverse needs of the population and can be measured concretely.

Moreover, the research results from the findings on the concepts of NPM, NPS and NPG should be applied to a wider range of perspectives in conducting the researches. For example, in the view of public service users, the researches should be conducted by classifying the public services which services are available to the services users close to being customers, consumers, or citizens. For the view of public service provision, it can be concluded that the different types of public services may lead to the conceptual framework and the selection of different public service theories. For example, public service in education possibly has the view and the selection of different theories from the country defense and security. For the view of public interest, it is important to be aware of and benefit from the implementation of New Public Management. In the public administration emphasizing on public interests, the researches should be conducted to find out which missions are appropriate and inappropriate for the implementation of New Public Management concept due to the market mechanisms and personal interests which are still the problems of viewpoint of the public sector focusing on public interests.

In view of the policy implementation, there may be done in two cases. The first case is based on the actual implementation of the policy in which concepts are linked. For example, the New Public Governance suggests that in implementing the policy, the focus must be on citizen engagement and network community building which are necessity for the implementation of democracy. Meanwhile, New Public Management concept views the process of implementing the policy as a direct action of the government is a matter of market mechanism requiring the power and motivation of the market to drive public policy processes towards success. The second case is to analyze before implementing the policy to consider which concept should be implemented for people to benefit most. Both cases should be studied seriously. In the view of responsibility, the study should be conducted on the findings which should focus on accountability and audit rather than marketing and which should focus on the performance standards, results, and customer satisfaction mainly. The current bureaucracy also cannot separate these two important matters causing the government to be confused in the service operation and work without the understanding both in terms of responsibility and in terms of customer satisfaction. Researches will help visualizing the obscure management to the implementation in the operation of each mission of the government focusing on the correct values to achieve the objectives of the agencies.

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