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CURRENT CHANGE OF PUBLIC ADMINISTRATION PARADIGM AND CHALLENGES FOR GOVERNANCE

Проаналізовано причини та домінуючі положення зміни парадигми державного управління.

Ключові слова: державне управління, розвиток, парадигма.

The dominant attitudes of public administration paradigm change and reasons of this change are presented in this article on the basis of analysis of recent scientific publications.

Key words: state management, development, paradigm.

Development of contemporary public administration is based on the ideas of Classic Public Administration, New Public Administration or New Public Management (NPM) and New Governance. There is no country in which public administration is based on only one of these paradigms. It is therefore important to analyze the current trends in public administration and to highlight possible directions for its further development.

The aim of this article is to highlight dominant attitudes of public administration paradigm change and reasons for the change, linking it with concepts of New Public Management, New Public Administration and New Public Governance.

Considering that the NPM ideas have recently come under frequent criticism and less attention of scientific publications is paid to this model, this article seeks to highlight a tendency towards the New Governance ideas. This is based on the analysis of publications in recent years of well-known international journals and other publications in public administration, as well as materials of global forums on reinventing government were used for analysis. It is emphasized, that previously widely used concepts “New Public Administration” and “New Public Management” lately were partially changed by the concept of “New Governance” and its variations “Good Governance” and “Collaborative Governance”. However, spread of these concepts is not large and for the analysis of public administration development problems sometimes it is more preferable to use notions which describe concrete aspects of public administration. It is argued that globalization, spread of information technologies, training the next generation of leaders and other factors have a great impact on further development of contemporary public administration.

The last 50 years has been a period of quite significant changes in public administration. According G. S. Cheema, essentially it was a period of public administration paradigms shift, in which four phases can be distinguished: 1) Traditional Public Administration; 2) Public Management; 3) New Public

Management; 4) Governance [1].

The first phase was characterized by the traditional model of public administration, whose main features – hierarchy, impartiality, standardization, legitimacy, rationality and professionalism. Starting from 1970s, this model was criticized as being too focused on processes and procedures rather than the results, that government based on this model is too slow to react to change, and so on. This created preconditions for a second – Public Management – phase, where more attention was paid to the operational efficiency of principles of management, efficient resource use, customer orientation and greater sensitivity to the needs of society. It was a real introduction to the third – the New Public Management – phase, which focuses on public and private sector cooperation in order to provide services to citizens more effectively. During the last decade of the last century and first years of the present century the NPM dominated in the theory and practice of public administration reforms. However later these ideas were often criticized and even the transition to post-NPM was declared. In particular, attention was drawn to the fact that the NPM does not promote democratic governance and constitute opportunity for interest groups. Subsequently it was highlighted that this form of administration does not always improve the management efficiency (see, for example, [2]). On the other hand, until now there is no consensus on whether in the current period the ideas of NPM are displaced by the New Governance ideas. One recently published article states, that the introduction of “concepts NPM and post-NMP are academic inventions to summarize wider empirical developments” [7].

Fourth phase – Governance – is defined as the values, programs and institutional framework that helps the public to manage their economic, social and political affairs, through the state, civil society and private sector interaction. In this case three actors are involved in governance: the public authorities, which constitute the political, economic and legal environment, the private sector to provide jobs and make revenue, and civil society, which creates conditions for social and political interaction. This form of governance is characterized by the more abundant civic participation, pluralism, subsidiarity, transparency, accountability, equity, access, collaboration and efficiency.

In the publications of last years it has different names: New Public Governance, Good Governance, Collaborative Governance, Corporate Governance, Responsive Governance and so on. Definite explication of the term New Public Governance was presented in “Overview of the 6-th Global Forum on Reinventing Government”, in which was stated that paradigm of New Public Governance was determined by market liberalization, globalization, democratization, and the spread of information and communication technologies, and that within this new governance paradigm, the role of government had to become more transparent and participatory in order to work cooperatively with civil society and private sector [10, p. 5].

Despite that concept of New Public Administration was used earlier than the concept of New Public Management, it was not used in described classification

of public administration phases. This can be explained by the fact that so far there is no consensus on the provisions of the use of these terms. According to J. V. Denhardt and R. B. Denhardt, these “two terms can be used synonymously and often are, but if there is a difference, it is that discussions of public management tend to show a bias toward economic interpretations of managerial behaviour as opposed to discussions of public administration, more likely based in political science, sociology, or organizational analysis” [2, p. 20]. In other words, the term of New Public Management is usually used to refer to the entire public sector, and the New Public Administration – to refer the executive branch of government.

The rise of the concept of New Public Administration is related to the first Minnowbrook (United States) conference, organised in 1968. The year 1968 for the United States was a year of strong political upheavals and declining trust of people in the government. Therefore, organizers of the conference intended to define “best and brightest” generation of the New Public Administration [9, p. 2]. The conference has highlighted the provision that democratic forms of expression must dominate in public administration, that efficiency and productivity of government agencies’ cannot increase at the expense of democratic values. Incidentally, in the short term these ideas were criticized, that they over-emphasised the political dimension of New Public Administration and not enough emphasised the issues of public administration performance effectiveness and efficiency. In parallel provisions of reducing the powers of government institutions started. On the other hand, even Minnowbrook II conference, organized in 1988, mostly missed the coming importance of the reinventing government movement and the emergence of the New Public Management.

After another 20 year, in 2008, Minnowbrook III conference was organised. Resumptive issue of this conference was a problem of democracy and bureaucracy balance in the changing social and political environment. Recognizing that in recent decades there have been significant changes in public administration due to increased impact of business and non-profit organizations in the provision of public services, it was emphasized that government criticism in previous Minnowbrook conferences little has helped to form a new government model, and for solving democracy and bureaucracy balance problem, responsibility and performance effectiveness of government remain the essential issues. This was based on the fact that growing impact of business and nonprofit organizations in public services changed government relations with these organizations, and these relations became based more on dependency, than on co-operation. Therefore, this conference highlighted the provision that for improving the democratic accountability of public administration it is necessary to strengthen the role of government institutions. This provision confronts with some provisions of the application of New Public Management in public administration. Moreover, the terms of New Public Management and New Public Administration in the conference publications were no longer used. Those publications also do not use the term of New Public Governance, but they use a synonym of it - Collaborative Governance. While

materials the Minnowbrook conferences reflect the public administration paradigm shifts in one country, but features of these changes were similar for the public administration of many other countries, and therefore can be considered that these materials also characterize the stages of public administration evolution in other countries.

In different countries there is usually different level of development of mentioned phases of public administration. For example, in the current period in some states may dominate the first phase of public administration, in others – third phase with some attributes of the fourth phase, and so on. Despite a number of different accents in different phases of public administration, public administration in all cases is assigned to perform the essential functions of the State, including law enforcement and maintenance of public order, setting of social standards and social development goals, taking measures to support vulnerable groups and preserve the environment.

In order to highlight the ongoing in recent year's shifts of use of concepts of New Public Management, New Public Administration and New Public Governance in scientific publications, following editions were examined in more details: 1) publications, presented by the Department of Economic and Social Affairs of the United Nations to the 7-th Global Forum on Reinventing Government: Building Trust in Government [4; 6; 11]; 2) 2010s supplement to the journal of the American Society of Public Administration "Public Administration Review", renamed "Looking Into the Public Administration: New Approaches and Tools for a Changing Governance Landscape" [8]; 3) book "The Future of Public Administration around the World" [9].

The analysis of recent publications on public administration development issues proves that in current period many authors avoid using the well known concepts of New Public Management or New Governance, but simply emphasize the important aspects of public administration development.

For example, edition "Public Administration and Democratic Governance: Governments Serving Citizens" [11] in 11 chapters deals with various aspects of public administration, but the concepts of New Public Management and Good Governance are presented in two chapters only. The publication examines various issues of public administration development, linking them with the challenges of globalization, e-government development, and public-private partnership, civil society development, innovation management, management processes, transparency and so on. The chapter 1 of this publication reproduces a provision that the state must remain an important political institution that can influence human well-being. There is stressed a task for political and executive leaders of all countries to modify the role of government by developing the best possible public-private partnership forms to help citizens better navigate uncertainty in the environment and take advantage of opportunities offered by globalization. In this chapter principles of the New Public Management are mentioned without more detailed comments. In the chapter 7 peculiarities of practical application of principles of that style of management are analysed, and some contradictions of that application are highlighted. In several

chapters the concept of Good Governance is used, holding that this term refers to government, private sector and civil society organizations interaction in the field of economic, political and administrative governance and, according to the definition presented by the United Nations Development Programme, includes a wide range of citizens' participation in legal decision-making, transparency of government institutions performance and sensitivity to the needs and aspirations of citizens, fair treatment of citizens, effective and efficient use of public resources, public accountability and strategic approach to planning activities [5]. In this sense the term Good Governance also was used in other reports presented at the 7-th Global Forum on Reinventing Government.

In the edition "Excellence and Leadership in the Public Sector: The Role of Education and Training" [4] the concepts of New Public Management and Good Governance almost have not been used. Only in one chapter, where management competences of leading managers of OECD countries are described, it is mentioned that until now dominate management competences conditioned by New Public Management and New Governance competences are not developed. Efficient development of human resources for public administration currently assumes growing importance. This is due to the fact that in order to solve public administration tasks in many cases multifaceted specialists' competences are needed. Therefore the persons, responsible for human resources in the public administration organizations as well as staff of these organizations must react responsibly to changing environment, economic situation, need in the knowledge and permanently renewing technologies. Besides, along with the changing social, political and economic environment, the alternation of public administration paradigm is proceeding and new sector's activity methods are forming at the same time [3].

In the book "The Future of Public Administration around the World" [9] the concept of New Public Management is not used at all. In several articles in this book the concept of Collaborative Governance is used and in some of them the definition of this concept is presented. Among them, such rather specific definition is presented: "Collaborative Governance integrates structures for decision making, deliberative processes, leadership, and information to resolve and manage difficult public policy problems. Collaborative Governance presents alternative and complementary approaches to engaging multiple interests from the public, private, and civic spheres to work toward more robust and durable solutions" [9, p. 141]. Collaborative Governance development issues in this book relate to the global public administration paradigm, implementation of information technologies, education and training of the next generation of public administrators and scientific research in this field.

Another obvious example of restrained use of the New Public Management or New Governance concepts – supplement to 2010s journal *Public Administration Review* [8]. This supplement consist of 60 articles divided into seven sections, but only four articles mention the New Public Management and the only one mentions the Collaborative Governance. When writing about the New Public Management it is often presented in the past tense. For example, reads as follows:

“In the 1990s, they were reinvention, New Public Management, and agency. In the last decade, they were performance measurement and management, networks and collaboration, and public service motivation. In this decade, the most likely candidates are sustainability, dialogue and learning, and publicness” [8, p. 295]. The introduction of this publication states that “In 2020, the major forces affecting public administration most likely will include globalism, security threats, aging populations, enormous budget deficits, climate change, environmental pollutants, food distribution disparities, regulatory challenges, workforce issues and information technology. < ... > There will be a greater role for the public, a greater role for collaborative governance, and a greater appreciation for deliberative democracy. Clearly, partnerships are at the heart of the future of public administration in 2020” [8, p. 9–10].

In the leading article of this supplement it is stated, that the main forces, which will affect public administration in 2020, should be globalization, national and international security threats, increase in population and ageing of society, energy and environment, food, public debt and information technologies. It is provided, that the role of society in public management should increase, collaborative governance will develop, an advisory role in democracy will be considered more, and so in public administration of 2020 should dominate the collaboration of social partners.

Perspectives of public administration development similarly are estimated in the book “The Future of Public Administration around the World”. In the final section of the book the following factors that will influence the further development of public administration are identified: 1) globalization; 2) collaborative governance; 3) information technology; 4) deliberative democracy and public participation; 5) organizational structure and forms of management; 6) teaching the next generation of leaders [9, p. 281–293]. All these factors influence one another. For example, globalization poses new challenges in public administration and training of specialists, and both of these factors necessitate development of collaborative governance. In the context of great interdependency of different relations, trends of public administration development in different countries have characteristics induced by both general factors of globalization and also country-specific features.

On the basis of presented analysis it is possible to state, that as the paradigms of public administration in recent decades change, the terms used to define public administration change as well. Concepts of New Public Management and New Public Administration, which were dominating in the last decade of the last century, in the current period in many cases are changed by concepts of New Governance, Good Governance or Collaborative Governance. However dissemination of these concepts still is small, and therefore by describing public administration development problems priority often is given to terms that can be used for presentation of specific public administration aspects. According to authoritative publications of the last decade it can be argued that in the current period of public administration development key factors influencing this development are globalization, evolution of information technology application and teaching the

next generation of leaders.

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