

SOME FEATURES OF THE NEW PUBLIC MANAGEMENT

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Abstract

The profound changes experienced by the public administration in the last twenty years, which are closely correlated with the economic and social phenomena, were based on the particularities of the New Public Management, an event of great significance for the practice of public administration, both in industrially developed countries and in the developing ones.

The new concept is underlying on the transfer to the public sector, of management techniques, proper to the private sector, thus producing a move in the operating methods of public sector organizations, element which contributes to reducing divergences between the two sectors.

Characteristic of the New Public Management, is the interaction of the reform procedures, which aim at diminishing the governmental costs, by orienting towards privatization and the competition stimulation in the offer of services.

By the introduction of market processes aims to increase accountability, efficiency regarding services provided and attention paid to consumer satisfaction.

The study tries to present the characteristic elements of the New Public Management, as it appears from the opinions of some specialists and directions of action in implementing reforms, reflected in the emphasis on different coordinating elements, such as: managerialism, disaggregation, competition, performance stimulation, contracting, dissociation, fragmentation of authority and responsibility.

The aim is to highlight the aspects wherethrough the change leads to the penetration of modern management processes, in public administration and the transfer of emphasis from the old form of public organization and provision of public services (based on bureaucratic principles, planning, centralization, direct control and autonomy), towards a market-oriented public service management.

Keywords: *New Public Management, characteristics, directions, reform.*

JEL Classification H11; H44; H83; L33

Introduction

One of the events of great significance for the practice of public administration, in the last twenty years, both in industrially developed and in developing countries (Calogero, 2010 pp. 30-54) is the penetration, on a global scale, of the principles of the New Public Management, consequence of the great changes, in world plan, result of the internationalization of the production and the free movement of the capitals, including, the contribution of the computer science revolution. (Androniceanu & Șandor, 2006).

The new concept transfers to the public sector, the management techniques, own to the private sector (Amar & Berthier, 2007), which means a move in the methods of operation of the public sector organizations, attenuating the distinction between the two sectors; the decision-making power of public managers increases, the guidance through rules of procedure transmitted from the center relaxes. (Kalimullah, Ashraf, Nour, 2012)

The process of New Public Management is based on the orientation towards market economy principles and an increased efficiency of public administration, against the background of changes which can lead to an improvement in the use of public resources and an increase in the quality of public services (Świrska Anna, 2014).

The framework of the paper follows the particularities and directions of manifestation of the New Public Management, whose interaction can lead to the achievement of the reform objectives.

There are briefly presented, the main characteristic elements of the phenomenon, as well as the way in which they have been approached by various theorists, in the specialized literature.

Features of the New Public Management

The profound changes experienced by the public administration, in the last twenty years, have been closely correlated with the economic and social phenomena, a process that can be followed from several perspectives (Calogero, 2010):

a) *managerial perspective*, by focusing public systems towards the use of new principles and instruments in the process of organizational, managerial and information system

change;

b) *political perspective*, through which the public sector is directed towards new forms of legitimation;

c) *legal perspective* through which the public sector is oriented towards the introduction of a new legal framework, which should correspond to the new conditions generated by the socio-economic changes in the society.

This reform process is based on the particularities of the New Public Management, as observed by various theorists.

Characteristical, in the case of the New Public Management, is the interaction of the reform procedures, which aim at reducing the governmental costs, by orienting towards privatization and incentive the competition in the offer of services.

The speciality literature refers to *two basic principles* of the New Public Management: the managerialism and market orientation, each with characteristic features.

Managerialism emphasizes the administration authority of managers, the exercise of an effective control of work techniques and, according to Pollit (1993, 2-3)¹ is characterized by: increasing efficiency; use of advanced technologies; emphasis on increasing labour productivity, implementing participatory, professional management; managers' freedom to lead.

It, also, seeks to reduce bureaucracy, considered, also, by Weber, as a danger to parliamentary democracy. (Nesbitt 1976)².

The principle of **market orientation** is based on the indirect control, on the need for adequate managerial motivation (incentives, commitments) and refers to *characteristics* such as: increasing quality; emphasis on devolution, delegation; orientation towards market principles, contracts achievement, competition, measurement of performance dimensions, control fulfillment.

The introduction of market processes means increasing accountability, efficiency concerning services delivery and attention to consumer satisfaction.

¹ Emile Kolthoff (2007), pag. 14, Ethics and New Public Management: Empirical Research into the Effects of Businesslike Government on Ethics and Integrity quotes Pollit (1993, 2-3).

² Emile Kolthoff (2007), pag. 14, quotes Nesbitt 1976.

Thus, the managerial principle aim at control and correct the growth adjustment of bureaucracy, without rejecting it;

The second principle emphasizes on the market mechanisms and discipline, it forms into an alternative to a hierarchical structure of bureaucratic model.

Thus, by the various market techniques adopted for the purpose of reconsidering the state bureaucracy, based on the business organizations, move from hierarchical authority to contracts, tender procedures and market discipline.

The use of private sector tools in public administration does not assume removing bureaucracy, but only eliminating some elements of it that prove inopportune or unproductive for public administration.

Also, characteristical for the New Public Management is the separation of the political segment from that of management, politicians having the role of decision-making on major managerial objectives and not that to care about the current operational activities.

An approach in which the emphasis is on the business side of public management, called by Van Helden (1994, 11) "making use of business economics principles"³, is characterized by improving efficiency and effectiveness in the fulfillment of public service, by using market tools, results-based management, decentralization of responsibility.

For Pollit and Bouckaert (2004, 6)⁴, the public management reform ensures the fulfillment of several objectives, whereof:

- saving public expenses;
- increasing the quality of public services;
- increasing the efficiency of governmental actions;
- favorable perspective concerning the effectiveness of the implemented policies.

A number of features of the New Public Management have been identified by specialists, in several *theories and school of thought of public administration*, as seen below (Gruening, 2001):

Budget cuts - expenditure constraints - necessary in the event of scarce financial resources.

³ Emile Kolthoff (2007), pag. 23, quotes Van Helden, (1994, 11).

⁴ Emile Kolthoff 2007, pag. 24 quotes Pollit și Bouckaert (2004, 6).

Privatization - rational administrative structures - include the theory of public choice, the neo-Austrian school and the theory of property rights, but also in the field of rational management (Drucker, 1968)⁵.

The separation of the provision of services from their production is based on the Ostroms' studies on the model of a polycentric administrative system and Drucker⁶.

Contracting highlights aspects of a rational and human resources-oriented management. It has as elements of influence, the economics of transaction costs and the theory of public choice (for example, Niskanen)⁷.

Taxes applied to consumers are identified, in the opinions of scientists who have studied the theory of public choice, in the elements of consumer marketing (rational management). In the marketing studies there are aspects related to the client concept, whose elements, such as one-stop shops or management of cases, derive from the organic management and the New Public Administration.

Competition is encountered in the *theory of public choice*. It is the result of organic management models, when it has effects of stimulating and motivating departments within an organization (internal competition). Gives managers, flexibility in management decisions.

The separation of politics from administration is present in the progressive thinking and classical public administration, in political analysis but also in some branches of public management.

Decentralization appears in neoclassical thinking, the theory of public choice, the economics of transaction costs and the New Public Administration and its successors.

Responsibility for obtaining performance, present in the school of classical thought, of public organizations, neoclassical public administration, political analysis, rational public management, but also in techniques for performance measurement and accounting. It may also contain elements of reform in the *financial management and performance auditing*, with a focus on rational public management that takes over elements from the private sector.

Strategic planning and management styles that have undergone changes highlight aspects of bureaucratic and rational public management, the emphasis being on the

⁵ Gernod Gruening, 2001, pag. 16, Origin and Theoretical Basis of New Public Management quotes Drucker, 1968.

⁶ Gernod Gruening, 2001, pag. 16, quotes Ostrom; Drucker.

⁷ Gernod Gruening, 2001, pag. 16, quotes Niskanen.

difference between the transition from bureaucratic management to the rational one and from the rational management to that of human resources. These elements are also found in the principal-agent theory.

Legal budgetary constraints are constitutional formulations of public choice theoreticians (Buchanan)⁸.

Improved regulation is found in the theory of property rights and the theory of public election regulation (especially, Stigler, 1971 and the Chicago school)⁹.

The rationalization of jurisdictions and the streamline of administrative structures can be found in classical administrative theory and progressive thinking, and will be used by followers of neoclassical theory, political analysis and rational public management.

Democratization and increased citizen participation are identified in the New Public Administration and its subsequent approaches.

The OECD Report (OECD, 1998)¹⁰ points out the following *features* of the New Public Management:

– *Focus on results* translated by: efficiency and effectiveness in delivering quality services and obtaining real benefits by users;

– *Decentralized management*, whereby to ensure a correspondence between authority and responsibility, wherewith the allocation of resources and the provision of services to be achieved closer to the delivery point;

– *Greater customer orientation*, meeting preferences by forming a competitive framework between the public sector and the private sector;

– *Greater possibilities for cost efficiency* in the delivery of public services and public regulations, use of market techniques (for example: user fees, vouchers, sale of property rights);

– *Responsibility for achieving results* and risks-taking, through risk management.

⁸ Gernod Gruening, 2001, pag. 17 quotes Buchanan.

⁹ Gruening Gernod, 2001, pag. 17, quotes Stigler, 1971 și școala Chicago.

¹⁰ Moraru I. Marilena Ortansa (2012), pag. 116, *New Public Management Elements in Romania's Public Services in the European Context*, 2012; Annals of Faculty of Economics, 2012, vol. 1, issue 2, 115-120, quotes OECD Report, 1998.

Calogero M. (2010) groups a number of *essential features* of the New Public Management, into three important classes (Osborne and Gaebler, 1993, p. 277)¹¹:

– Restoring the borders between the state and the market through privatization and outsourcing.

– Restructuring the public sector, at macro level, by delegating state functions to lower organizational levels (also called institutional decentralization).

– Restatement of the operational rules by which the public sector exercises its functions and achieves the proposed purpose. This side, in turn, includes other elements:

○ making relations between the public sector and the private sector, more concrete, through formal privatization, respectively, the transformation of the state economic bodies into joint-stock companies.

○ functioning of public administration activities, based on some market techniques;

○ competition within the public sector;

○ devolution of functions and competencies from the central level, to the lower organizational levels, within each entity in the public sector (internal decentralization);

○ reforming public administration, by the transition from the traditional bureaucratic model (with formal structure) to the managerial one which requires the efficient administration of public resources (Matei, 2009b, p. 146)¹²;

○ deregulation of the functioning of economic and social systems;

○ re-defining the roles and rights of citizens.

The New Public Management transfers the emphasis on traditional public administration to public management (Larbi, G. A., 1999)¹³, determining the orientation towards managerialism. Thus, the old form of public organization and provision of public services, based on bureaucratic principles, planning, centralization, direct control and autonomy, is replaced by a market-oriented public service management.

¹¹ Calogero M., 2010, pag. 33, *The Introduction of New Public Management Principles in the Italian Public Sector*, quotes Osborne și Gaebler, 1993, p. 277.

¹² Calogero M., 2010, pag. 33, quotes Matei, 2009b, p. 146.

¹³ Moraru I. Marilena Ortansa (2012), pag. 116, *New Public Management Elements in Romania's Public Services in the European Context*, 2012; Annals of Faculty of Economics, 2012, vol. 1, issue 2, 115-120, quotes Larbi, G. A., 1999.

Directions of action of the New Public Management

The New Public Management can be considered as an overall change, oriented towards convergence, towards new modes of governance, in a limited variety, in each model, the component variables interacting, respectively (Calogero, 2010):

- specific components that are found in each model, having a certain order of priorities;
- speed of reform propagation;
- the internal and external environment that determines the conditions for achieving the modernization process;
- the form of approach chosen for each model.

According to H. Wollmann¹⁴, the orientation is towards giving up the Weberian approach of the organization of public administration, considered rigid and the implementation of the rules of managerial reform (Świrska, 2014).

The New Public Management paradigm suggests reducing the size of the government and its role, removing bureaucracy, decentralization, privatization, adopting market principles in public service delivery, emphasis on accountability and performance. There are principles that oppose the characteristics of traditional administration regarding the conditions of employment and promotion, their indeterminate nature, excessive bureaucracy, traditional form of accountability, unfavorable elements for achieving performance (Hughes, 2003)¹⁵.

The implementation of the reforms of the New Public Management is supported by a series of practices, expression and consequence of its characteristics, as they were signaled and argued in a series of works of some authors.

¹⁴Anna Świrska, 2014, pag. 151, *Performance-Based Budget as an Element of New Public Management in the Public Finance System in Poland* quotes H. Wollmann, *Local government reforms in Great Britain, Sweden, Germany and France: Between multi-function and single-purpose organizations*, *Local Government Studies* 2004, t. 30, no. 4/2004, pp. 639-665.

¹⁵ Nazmul Ahsan Kalimullah, Kabir M. Ashraf Alam, M. M. Ashaduzzaman Nour (2012), p. 10, *New Public Management: Emergence and Principles* quotes Hughes, 2003.

➤ The main directions of the New Public Management resulting from managerialism are decentralization, deconcentration and reconsideration of the size of public services (Mellon, 1993; Hood, 1991, Ferlie et. al., 1996)¹⁶

In the context of decentralization, the tendency to eliminate bureaucracy in the provision of public services (Ingraham, 1996: 255)¹⁷ leads to increase in managerial and economic-financial autonomy.

Among the elements that belong to decentralization, related to the New Public Management, are important (Androniceanu, 2007):

– *Reconsideration of traditional public bureaucracies* of large dimensions, in the form of executive agencies (Pollit, 1994; Pollit and Summa, 1997; Kanter, 1989)¹⁸. This involves managerial autonomy and skills in developing some contractual relationships with central departments and other agencies, outside the traditional hierarchy. Thus, this create a move away of government, from public services, as well as a flexibility in the exercise of human resource allocation management and an increase of responsibility in achieving results.

– *Budgeting and financial control* involves the creation of executive agencies, respectively, budget centers or payment units. Managers have the freedom to manage income freely and the responsibility to control their achievement (Kaul, 1997; Walsh, 1995)¹⁹.

– *Organizational division* refers to the replacement of vertically integrated hierarchies with flat organizational structures, considered efficient (Ferlie et. al., 1996; Pollit, 1994)²⁰.

– *The reorganization* allow for a decentralized public management, through reorganization, rationalization and restructuring of the public sector, so that public services ensure an increase in the degree of satisfaction of customer requirements, from the perspective of quality, price.

– *Distinction between the processes of services fulfillment and that of their delivery ones.* It consists in the delimitation the production of public services - in which the direct supplier

¹⁶ Armenia Androniceanu (2007), p. 157 *New Public Management, a Key Paradigm for Reforming Public Management in Romanian Administration* quotes Mellon, 1993; Hood, 1991, Ferlie et. al., 1996.

¹⁷ Armenia Androniceanu (2007), p. 157 quotes Ingraham, 1996:255.

¹⁸ Armenia Androniceanu (2007), p. 157 quotes Pollit, 1994; Pollit and Summa, 1997; Kanter, 1989.

¹⁹ Androniceanu Armenia (2007), p.158 quotes Kaul, 1997; Walsh, 1995.

²⁰ Androniceanu Armenia (2007), p.158 quotes Ferlie et. al., 1996; Pollit, 1994.

intervenes - and the payment of their supply system, through the intermediate provider.

➤ According to the opinions of Dunleavy et al. (2006)²¹, the New Public Management *reform directions* emphasize disaggregation, competition, performance stimulation. In this context, Lane (2000)²² insists on the form of *contracting*, different from the one practiced in the traditional administration. Contracts are short-term, their objectives are in line with market activity, favour the competition and market mechanisms penetration, a situation distinct from that of the public sector, where contracts are long-term.

➤ Hood (1991)²³ indicates seven *directions of action*, in the implementation of the New Public Management reform.

– **Professional management** In the exercise of their activity, the attributions of the managers are distinct from those of the civil servants.

Managers:

- have the authority in decision-making and responsibility for results achievement;
- are invested in function, by the authorities, ensuring the achievement of a managerial program, with objectives and indicators;
- are accountable to the authority that appointed them and ensure the transparent nature of information to citizens, in order to carry out policies.

Civil servants - exercise their function, but they cannot have opinions or decision-making power for the policies they promote.

– **Establishment of some performance indicators, with clear standards.** The indicators refer to the implementation of programs and the measurement of results, taking into account of standards that establish the minimum or maximum levels to be obtained.

– **Control of results, foremost and less of procedures.** Agencies can decide on the budget and human resources, with an emphasis on measuring results.

– **Dismantling the public service and creating specialized agencies** It refers to the fragmentation of some large departments within the ministries, into small dimensions

²¹ Dunleavy and colab. (2006) quoted in *Noul Management Public – Premize*, <https://www.scribub.com/management/Noul-Management-Public-Premise3274217.php>.

²² Lane (2000) quoted in *Noul Management Public – Premize*, <https://www.scribub.com/management/Noul-Management-Public-Premise3274217.php>.

²³ Hood (1991) quoted in *Noul Management Public – Premize*, <https://www.scribub.com/management/Noul-Management-Public-Premise3274217.php>.

agencies:

- have leading autonomy, having their own budget within the department;
- may have contractual relations with the hierarchical authority, in the delivery of services.

➤ According to the OECD Report (2002)²⁴, under contractual relations with the guardianship authority, their accountability is contractual and not administrative.

- **Introducing competition in the public sector** Under the conditions of specialized agencies and skilled labor, contracting favours competition achievement, as the government can select the most cost-effective options. Competitions between agencies concerning service delivery and, also, on the labor market, in employee promotion are stimulated. Thus, the market forces regulate the quality, quantity and price of services offered, based on competition.

- **Management arrangements specific to private management** Involves the practice, in the classical administration, of organization activities of work, according to the methods of the private sector: negotiating employment contracts, at hiring staff, evaluating results, as well as remuneration depending on performance.

- **Saving the use of resources** The optimal use of resources implies the orientation towards the fulfillment of the objectives, so that the expenses to be motivated by the benefits brought.

➤ Other ways of reform, through the New Public Management, according to the OECD Report (1993)²⁵:

- Dissociation, fragmentation of authority and responsibility at the local level, as a result of decentralization; the advantages lie in the possibility of reducing expenses, of a better knowledge of citizens' requirements and, respectively, setting targets, dependent on their preferences.

- Privatization of large public enterprises (national companies, autonomous companies), to increase the efficiency of their activity.

²⁴ Raportul OECD (2002), quoted in *Noul Management Public – Premize*, <https://www.scribub.com/management/Noul-Management-Public-Premise3274217.php>.

²⁵ Raportul OECD (1993) quoted in *Noul Management Public – Premize*, <https://www.scribub.com/management/Noul-Management-Public-Premise3274217.php>.

➤ Other authors have grouped the directions of action of the New Public Management, in categories of functions, as presented in the table below (Table 1):

Table 1 Grouping, by functions, the directions of action of the New Public Management

Function	Directions for action
Strategic	<ul style="list-style-type: none"> ⇒ Management of results ⇒ Strategic planning ⇒ Privatization of public enterprises, outsourcing of activities ⇒ Achievement of public-private partnerships ⇒ Implementation the separation of political function from the administrative ones ⇒ Deconcentration/decentralization ⇒ Use of information and communication technology ⇒ Removal of bureaucracy
Finance	<ul style="list-style-type: none"> ⇒ Deficit reduction ⇒ Budgeting based on programs ⇒ Greater transparency in accounting
Marketing	<ul style="list-style-type: none"> ⇒ Marketing development, in the public sector (markets, polls, consultations) ⇒ Use of information and communication technology
Human resources	<ul style="list-style-type: none"> ⇒ Reducing staff ⇒ Accountability, but also the motivation of officials ⇒ Increasing participation, through employee initiatives

Source: Amar Anne and Berthier Ludovic (2007), p. 4, "Le Nouveau Management Public: Avantages et Limites (The New Public Management: Advantages and Limits)", *Gestion et Management Publics*, vol.5, Décembre quotes Laufer et Burlaud, 1980 ; Hood, 1991 ; Pollitt et Bouckaert, 2000 ; Gruening, 2001.

The diagram above shows that the New Public Management is transdisciplinary, manifesting itself, simultaneously, through the four functions (strategic, finance, marketing and human resources).

The process of the New Public Management determines the state to decide on the role and missions it has, respectively, those that it has to ensure, directly, those that can be delegated or transferred to private agencies or enterprises, as well as those that can be organized in partnership with the private sector (Amar & Berthier, 2007).

Conclusions

The new current of thinking meant a new form of approach to administration and public management, an attempt to change and move from the bureaucratic traditions, of hierarchical organization, to fostering of new practices of management, adapted to the requirements of the market economy, with an emphasis on competition, delegation, performance.

There is, thus, a shift in the operating methods of public sector organizations; another form of relationship among government, public service and citizen is created.

The formula of the New Public Management suggests the reduction of the dimension of government and its role, removing bureaucracy, the decentralization, privatization, the adoption of market principles in public service delivery, emphasis on responsibility and performance (Kalimullah, Ashraf, Nour, 2012).

The purpose of the changes is for the methods and techniques adopted, to generate the reform of public sector organizations, increase their competitiveness and efficiency, in the use of resources and the provision of services. (Katsamunska, 2012)

Acknowledgment: *The study is a part of the research paper of the Institute of National Economy, Romanian Academy "Noul Management Public, element de modernizare a administrației publice. Bune practici europene și posibilități de aplicare în economia României", achieved in 2020, by PhD. Florina Popa (Coordinator - author).*

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