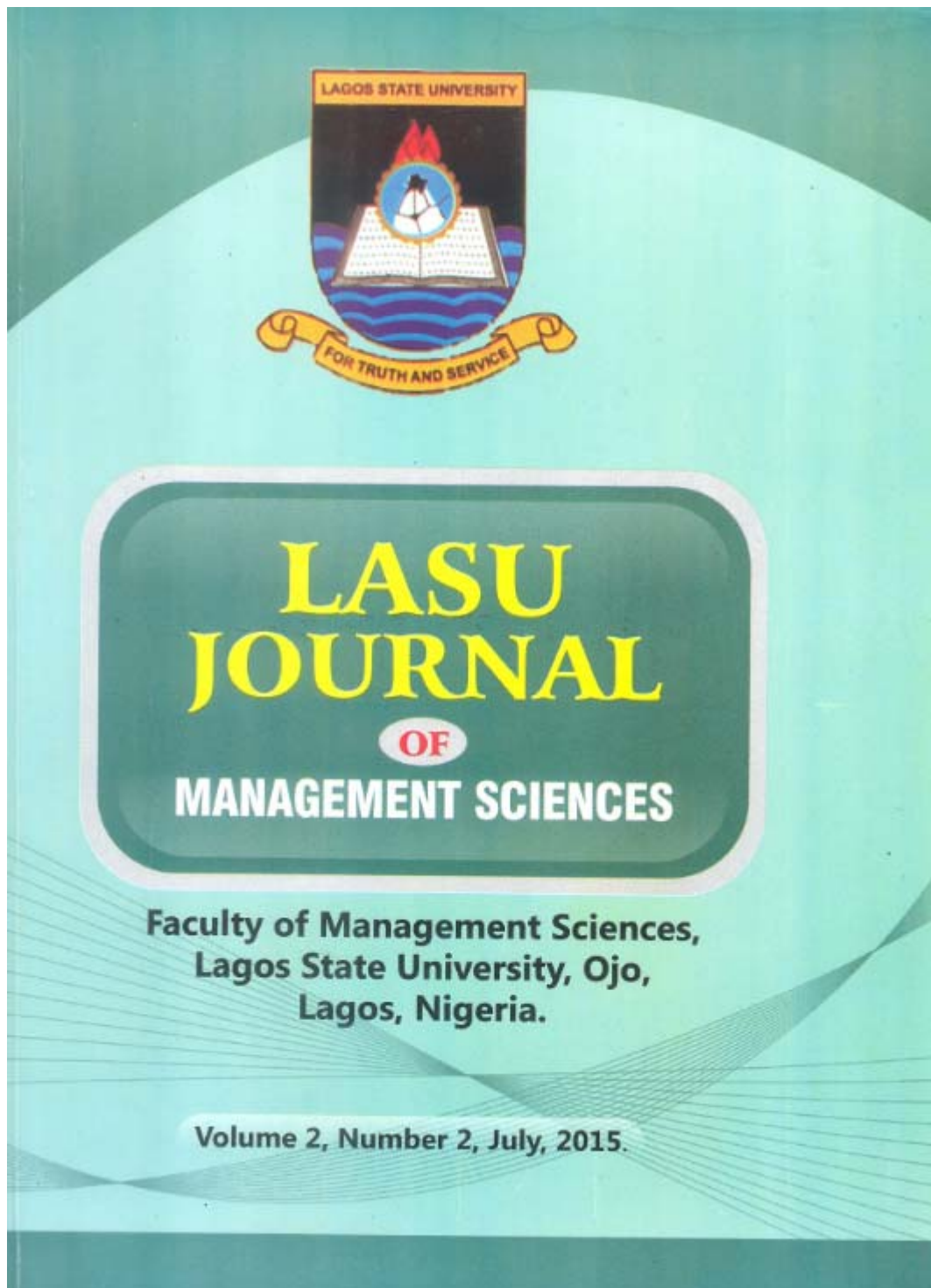


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# **THE CHANGING NATURE OF PUBLIC ADMINISTRATION: AN OVERVIEW OF PARADIGM SHIFT FROM NEW PUBLIC MANAGEMENT TO POST-NEW PUBLIC MANAGEMENT**

**NCHUCHUWE, FRANCIS FRIDAY, PH.D / ADEJUWON, KEHINDE DAVID,**

## **Abstract**

Public administration has experienced a great deal of pressure for change during the past several decades. These changes have been expressed primarily in terms of a contrast between New Public Management (NPM) and post-New Public Management. As a paradigm of public administration, New Public Management points to the failures and inadequacies of public sector performance over time and the problems lying squarely in the nature and processes of traditional public administration. This paper, based on general review of literature such as relevant books, journals articles and newspapers, attempts to pinpoint the emergence, principles, criticisms of NPM and the emergence of post-New Public Management. It notes that in the post-New Public Management, public administration focus on public service values, a renewed role for the centre of government, and greater interest in corporate governance principles as applied in the State sector. The paper concludes that though post-NPM is the latest framework for government administration, it has not replaced the NPM features but rather supplemented them. Post-NPM entails patching up the administrative bodies of the state, bringing about stronger integration between the state and the private sector and civil society and increasing central government capacity.

**Keywords:** Public Administration, New Public Management, Post-New Public Management, Public Sector, Efficiency

## **Introduction**

Public administration throughout the world has undergone paradigm shifts out of necessity, in terms of changes in socio-economic and political imperatives that, require very serious attention, because of the immense possibilities for change, offered by an array of new paradigms that need to be very seriously explored. This also has to be undertaken on the basis of the urgency of the change required in the economic and political landscape of developing countries and, given the uncertainties that the world is already confronted with in the 21st century.

The field of public administration has experienced a continuous shift from one theory to the other well over hundred (100) years (1880s to 2015). Public administration, the oldest theory that was introduced in 1887, was replaced by New Public Management (NPM) from the 1970s to 1990s, NPM itself was replaced by post-NPM (1990s to date). The conventional models of public administration that had grown up over decades in the industrialized democracies tended to provide relatively easy answers to the difficult questions of how to administer public policies (Peters, 2003). The traditional concepts of public administration have been transformed to cope with the emerging geo political and economic challenges. Indeed, the greater role of the government until the 1960s in socio-economic transformation, market oriented reforms, production, provision and regulatory activities came under severe criticism as there were fiscal crisis, imperious bureaucracy, poor performance and lack of accountability in public organizations, wide spread corruption, changes in public expectation and emergence of better alternative forms of service delivery that have given rise to the emergence of NPM (Sarker, 2006).

The changes in public administration over the past several decades have been expressed primarily in terms of a contrast between New Public Management and post-New Public Management. Post-NPM seems generally to be more about working together in a pragmatic and intelligent way than about formalized collaboration, like alluded to in the term 'smart practice', as coined by Bardach (1998). The post-NPM reforms are also

culturally oriented governance efforts. They focus on cultivating a strong and unified sense of values, cultural integration, teambuilding, the involvement of participating organizations, trust, value-based management, collaboration and improving the training and self-development of public servants (Ling, 2002).

The progression from New Public Management to Post New Public Management has stimulated intellectual debate amongst scholars. The main question that one can state is: why has post-New Public Management developed as an alternative to New Public Management? This paper therefore focuses on the features and criticisms of NPM and the typical features of the post-New Public Management.

### **The Nature of Public Administration**

Public administration is a feature of all nations, whatever their system of government. Within nations, public administration is practiced at the central, state and local levels. Indeed, the relationships between different levels of government within a single nation constitute a growing problem of public administration (Fatile,. 2007). Public administration has also been seen as that part of the large field of cooperative human actions, which are characterized by its public goals. It involves the coordination of all organized activities with the implementation of public policy as its main purpose. It also concerns the organization and functionality of a country's administrative public sector (Ugwu, 2007).

Public administration as opined by Nicholas (2002) is a broad-ranging and amorphous combination of theory and practice; its purpose is to promote a superior understanding of government and its relationship with the society it governs, as well as to make public policies more responsive to social needs and to institute managerial practices attuned to effectiveness, efficiency, and the deeper human requisition of the citizenry. Public administration is the action part of government, the means by which the purposes and goods of government are realized. The process of public administration consists of the

action involved in effecting the interest or desire of a government. It is thus the continuously active "business" part of government, concerned with carrying out the laws, as made by legislative bodies and interpreted by courts, through the process of organization and management (Bello, Ojodu, Ogunyomi & Legbeti, 2001).

Public administration provides a link between the three arms of government, namely the legislature, executive and judiciary. It may be said to be supportive in each case, without which the arms cannot operate. As the establishment that interacts with the general public, public administration is part of the political process, and therefore helps in policy formulation through a feedback mechanism (Fatile, Majekodunmi, Oni & Adejuwon, 2013). Public administration is the organization and management of men and materials to achieve the purpose of the government. Its central idea is the cooperative rational action. It is concerned with the conduct of public affairs, the management of the public's business and the implementation of public policies. The management of public programs is known as public administration.

Public administration exists whenever people co-operate to achieve predetermined goals of the state or its agencies requiring planning, organizing, commanding, co-operating and controlling. It involves the mobilization, deployment, and direction, of human and material resources to attain the specified government objectives (Abasili, 2008). Nigro and Nigro (1973) cited in Ekhatior (2003) summarise public administration in these words:

- Is cooperative group effort in a public setting;
- Covers all three branches - executive, legislative and judiciary and their interrelationship;
- Has an important role in the formulation of public policy and thus a part of the political process;

- Is more important than, and also different in significant ways from private administration;
- Is close associated with numerous private groups and individuals in providing services to the community; and
- As a field of study and practice has been much influenced in recent years by the human relations approach.

Public administration may be considered both a field of action and a field of study. Public administration as a field of action refers to the mechanics and structures through which government policies are implemented. As a field of study, intense research towards a better understanding of the principles and dynamics of public administration continues in various institutions (Onuoha, 1999).

Public administration consists of the actions involves in effecting the intent or desire of a government. It is thus the continually active, "business" part of government, concerned with carrying out the law, as made by legislative bodies and interpreted by courts, through the process of organization and management (Fatile, 2007). Public administration is saddled with the onerous task of ensuring that what has been gained is not lost while at the same time striving to build on what has been gained in terms of civilization. Thus, public administration in modern times has an important role to play particularly in the preservation of the society's civilization.

### **From Public Administration to New Public Management: A Paradigm Shift**

In the last two decades, fundamental changes have been transforming societies all over the world. " These changes include the development of a global economy, the end of the cold war, and information technology. This transformation as noted by Bonin (2000) has brought in its wake, the notion that the "traditional" state model has failed to implement appropriate policies and deliver effective services, and there is need to look for an alternative model. This notion has gain supremacy, especially in the western

democracies. Governments of developed and developing countries therefore embarked on a new organizational design of their public service to engender new paradigms of public administration (Afegbua & Adejuwon, 2009).

The classical Weberian model of traditional of public administration which placed emphasis on division of work, neutrality, anonymity, impersonality, rationality and specialization was jettison for its inability to meet the desired expectations of the society it was established to serve. The traditional model of public administration, which predominated for most of the twentieth century, -;1. .; c112,-,."1 since the mid-1980s to a flexible, market-based form of public management: The adoption of new forms of public management means the emergence of a new paradigm in the public sector and traditional public administration discredited theoretically and practically. This is not simply a matter of reform or a minor change in management style, but a change in the role of government in society and the relationship between government and citizenry (Adejuwon & Okewale, 2013). The transformation in public administration led to the emergence of what has been called "New Public Management".

The paradigm shift from public administration to new public management involves a move in the basic design, co-ordinates of public sector organizations that become less distinctive from the private sector and the degree of discretionary power enjoyed by public managers is increased, as the procedural rules emanating from the centre are relaxed. NPM is concerned with the ability of public administration to secure the economic, efficient and effective provision of public services, and concern for professional power within public services and consequent disempowerment of service users.

### **New Public Management compared with Traditional Public Administration**

## Administration

Elements	Traditional administration	New Public administration
Government organization	Services provided on a uniform basis operating as a single aggregated unit	Break-up of traditional structures into quasi-autonomous units
Control of public Organizations	Control from the headquarters through the hierarchy of unbroken supervision and checks and balances	Hands-on professional management with clear statement of goals and performance measurement
Control of output measures	Control on inputs and procedures	Stress results and output control rather than procedures
Management practices	Standard established procedures throughout the service	Using private sector management style
Discipline in resources use	Due process and political entitlements	Check resources demands and 'do more with less'

*Ehsan and Naz (2003:33)*

Although the NPM model has several incarnations such as managerialism, new public management, market-based public administration, and entrepreneurial government, the basic premises are same. It represents a major shift from the conventional public administration to public management (Lane, 1994).

### The New Public Management in Meaningful Context

New Public Management as a term coined in the late 1980s to denote a new stress on the importance of management and 'production engineering' in public service delivery often linked to doctrines of economic rationalism (Hood, 1989; Pollitt, 1993). New Public Management is a vision, an ideology or a bundle of particular management approaches and techniques. In the 1980s, the drivers of change, particularly financial pressures, pushed most Western countries towards a focus on making the public sector more competitive and public administrators more responsive to citizens by offering value for money, flexibility of choice and transparency.

After appearance, NPM becomes a leverage of managing public sector organizations with two key features for example, one is the separation of policy formulation from operation and secondly, the importance of management inspired by private sector management. This new approach to public management founded a sharp critique of bureaucracy as the organization principle within public administration and promised a small but better government, emphasized on decentralization and empowerment, focused on customer satisfaction, promoted better mechanism of public accountability and institutional development. It is also concerned with the ability of public administration to secure the economic, efficient and effective provision of public services, and concern for professional power within public services and consequent disempowerment of service users.

The principal impetus for reform in the public sector has come from the ideas, and especially the practices of New Public Management. The advocates of the New Public Management argue that public sector organizations that remain as direct service providers should be highly autonomous from their political sponsors, and should be expected to act more like entrepreneurial firms than conventional public sector organizations. These organizations — often referred to now as "agencies" — stand in a variety of formal relationships with ministries and their ministers (Bouckaert & Peters, 2001).

New Public Management trail-blazer countries in the 1980s and 1990s successively introduced managerialism (such as principal-agent relationship, transaction cost, organizational flexibility and efficiency drive, material-interests-predominated input/output measurement, human resource and quality management, and customer-driven public service) as a primary element of NPM through structural devolution (such as decentralization, privatization, corporatization, small government, agencification and/or outsourcing) and, in a latter phase, disaggregation (such as liberalization,

competition, deregulation, self-regulation and autonomization) to their traditional bureaucratic public administration and services (Hood, 1991; 1993).

NPM has had a focus on improving efficiency, horizontally specializing in the public apparatuses, contractualization, marketization, a private-sector management style, explicit performance standards and output/outcome control. Under NPM politicians have had a strategic, goal-setting role, and civil servants are supposed to be autonomous managers held to account through performance arrangements and incentives (Pollitt & Bouckaert, 2011). NPM focuses on hands-on and entrepreneurial management that is opposite to the traditional bureaucratic focus of public administration. NPM explicitly sets the standards and measures performances. Another direction is it emphasizes on output control. Alongside, it focuses on the importance of disaggregation and decentralization of public services. Moreover, there is a shift to the promotion of competition in the effective delivery of public services (Kalimullah & Khan, 2011).

NPM constitutes the transfer of business and market principles and management techniques from the private into the public sector, symbiotic with and based on a neo-liberal understanding of state and economy. The goal, therefore, is a slim-lined, minimal state in which any public activity is decreased and, if at all, exercised according to business principles of efficiency. It is popularly denoted by concepts such as project management, flat hierarchies, customer orientation, abolition of career civil service, depolitisation, total quality management, and outsourcing (Wolfgang, 2009:4).

NPM was born of a technocratic mindset. It has been driven by the demand for enhanced efficiency and accountability, rather than the need to maximize other values such as fairness, equity, due process and public participation (Gregory, 2007). Accordingly it has been presented as a politically neutral framework — a framework of general applicability, advanced as a mean to solve the 'management ills' in many different contexts across policy fields, levels of government and countries. The idea that

efficiency is amenable to technical solution has been alluring to politicians and senior managers who are facing (more or less objective) conditions of fiscal constraints.

## Doctrine of New Public Management

S/N	Doctrine	Meaning	Justification
1	Hands-on professional management of public organization.	Visible managers at the top of the organization, free to manage by use of discretionary power.	Accountability requires clear assignment of responsibility, not diffusion of power.
2	Explicit standards and measures of performance.	Goals and targets defined and measurable as indicators of success.	Accountability means clearly stated aims; efficiency requires a 'hard look' at objectives.
3	Greater emphasis on output controls.	Resource allocation and rewards are linked to performance.	Need to stress results rather than procedures.
4	Shift to disaggregation of units in the public	Disaggregate public sector into corporatized units of activity,	Make units manageable; split provision and
	sector.	organised by products, with devolved budgets. Units dealing at arm's length with each other.	production, use contracts or franchises inside as well as outside the public sector.
5	Shift to greater competition in the public sector.	Move to term contracts and public tendering procedures; introduction of market disciplines in public sector.	Rivalry via competition as the key to lower costs and better standards.
6	Stress on private-sector styles of management practice.	Move away from traditional public service ethics to more flexible pay, hiring, rules, etc.	Need to apply 'proven' private sector management tools in the public sector.
7	Stress on greater discipline and economy in public sector resource use.	Cutting direct costs, raising labour discipline, limiting compliance costs to business.	Need to check resource demands of the public sector, and do more with less.

**Source:** Hood, 1994.

Source: Hood, 1994.

The key elements of New Public Management according to Pollitt (1994) are as follows.

- 1) A shift in the focus of management systems and efforts from inputs and processes towards outputs and outcomes.
- 2) A shift towards more measurement and quantification, especially in the form of systems of 'performance indicators' and/or explicit 'standards'.
- 3) More frequent deployment of market-type mechanisms (MTMs) for the delivery of public services (quasi-market solutions, compulsory competitive tendering)
- 4) Preference of lean/flat and autonomous organisational forms: decentralisation (i.e. let the managers manage / the right of managing)
- 5) Favouring contract-like relationships instead of hierarchical relationships
- 6) Client and quality orientation
- 7) Blurring the boundaries between public, private and non-profit sectors
- 8) Value orientation: favoring individualism and efficiency rather than equality and universalism.

All of the foregoing features of the NPM are being applied around the world, in a sweeping manner, as governments use the management reform process to reshape the role of the state and its relationship with citizens. That process, as Kettl (2000:1) has summarized it, has embodied six core characteristics:

- Productivity: How can governments produce more services with less tax money;
- Marketization: How can government use market-style incentives to root out the pathologies of government bureaucracy;
- Service orientation: How can government better connect with citizens

- to make programs more responsive to the needs of the latter;
- Decentralization: How can government make programs more responsive and effective by shifting programs to lower levels of government or shifting responsibility within public agencies to give frontline managers greater incentive and ability to respond to the needs of citizens;
- Policy: How can government improve its capacity to devise and track policy; and
- Accountability for results: How can governments improve their ability to deliver what they promise?

NPM emphasizes that professional management expertise, being portable and paramount over technical expertise, require a high degree of discretionary power to achieve results (free to manage). Stressing the role of managers as NPM represent a shift away from the traditional bureau-professional way of self-management, and a shift away from the diffuse 'public ethos' or 'professional ethos' and moving instead towards a greater emphasis on pecuniary-based, specific performance incentives (Vabo, 2009). NPM was about getting things done better in the public sector, and was the culmination of various reform efforts in different areas of traditional public administration. Basically, NPM can be said to incorporate three components; marketisation, introducing market competition into public sector production; disaggregation — decoupling policy and executive functions; and incentivisation — linking incentives to performance. It is clear from this that NPM was an attempt to replicate private sector values and practices in the public sector. The adoption of new forms of public management means the emergence of a new paradigm in the public sector and traditional public administration discredited theoretically and practically.

Although the NPM has several incarnations such as managerialism, new public management, market-based public administration and entrepreneurial government, the basic premises are same. It represents a major shift from the conventional public administration

### **Criticisms of New Public Management**

In the field of public administration, there is no shortage of criticisms of NPM. Even since the mid-1990s, both academics and practitioners have observed numerous problems and paradoxes. Implementation of NPM practices caused unintended consequences; for example, because of efforts to reduce the size of government.. through privatization, federal agencies now have difficulty managing and holding contractors accountable (Hood & Peters, 2004), As part of NPM, to make the public administration more responsive to the needs of people and more accountable, effective and efficient, the government has so far adopted the above mentioned reforms at different times. However, the recommendations have either not been implemented or implemented in such a way that the real substance was lost. Consequently, administrative reforms did not carry any aspiration and serious attempt in order to shift the paradigm from traditional public administration to NPM.

The new public management has received some criticisms. Some critics regard it as simply an uncritical adoption of the worst features of the private management and ignoring the fundamental differences of public sector environment (Hughes, 1998). Other school of thought viewed the new public management as somehow against the traditions of the public service, inimical to service delivery and somehow undemocratic, even with dubious theoretical backing. Again, some critics, particularly from public administration tradition; argue that the new public management lacks some of the good aspects of the old model high ethical standards, service to the state, etc. Furthermore,

the absence of the basis of an old public administration discipline made the introduction of the new elements of informal structures and practices difficult to sell (Dahida & Ahmed, 2013).

The serious criticism of the public management reforms, particularly those of the new public management, is that they are against the precepts of democracy. It is argued by some that democracy requires bureaucracy. Democracy requires the rule of law, the legally sanctioned regulation of markets, the preservation of equity, and competent bureaucracies subject to control by statute and by judicial institutions. Weber viewed a system of bureaucratic rule in the modern state as inescapable. Bureaucracy and democracy go together and to move away from bureaucracy is to wish to set up a new system of government altogether. This is a big claim. It may be claimed that there is an endemic reduction in political accountability, hence in democratic accountability, as public managers are themselves accountable for results, thereby allowing politicians to avoid accountability.

The NPM reforms have generally aimed at reducing the size of government, but there is no real evidence that this was in response to democratic pressure. NPM has been widely analyzed and strongly criticized for its neglect of the truly public dimensions of government such as democratic and constitutional values.

### **Post-New Public Management as a New Paradigm**

Although in the latest decades, NPM was the most important framework to a great majority of the public administrations reforms in a great part of countries, in the 1990s the complaints to this model, regarding some dysfunctions, gained adepts. In this context, alternative/complementary administration models were developed: initially labeled "joined-up government" and later known as "whole-Of-government" — here labeled post-NPM reforms — was launched in the late 1990s (Christensen & Lagreid, 2007b). They sought to apply a more holistic strategy, using insights from the other

social sciences, rather than just economics (Bogdanor, 2005). The slogans "joined-up-government" and "whole-of-government" provided new labels for the old doctrine of coordination in public administration (Hood, 2005).

Public administration theorists have proclaimed for some years that we are in a post-NPM period. Post-NPM has been influenced by changes in government and external pressures from politics and the global economy (Christensen & Laegreid 2007). Post-NPM has sought to cut down on fragmentation through structural changes, increase centralization, strengthen central political and administrative capacity, examine historical and cultural factors, introduce "joined-up government" initiatives, create clearer expectations for roles and re-regulate as needed.

Post-NPM can be seen as a reaction to the "pillarization" or 'siloization' of the public sector that has been typical for the NPM reforms. By focusing on performance management, single-purpose-organizations and structural devolution NPM reforms tend to ignore the problems of horizontal coordination or integration (Gregory, 2006, Pollitt, 2003a; Fimreite & Leegreid, 2005). As noted by Hood and Lodge (2006), post-NPM measures, particularly those involving a reassertion of the center, reflect the fact that political executives are more frequently being blamed when things go wrong, even though they actually sought to avoid blame through devolution under NPM.

Post-NPM offer a kind of 'shopping basket' of different elements, but there are basically clear differences between the two reform waves (Klijn, 2011). The reforms are mainly inter-organizationally oriented. They seek to improve the horizontal coordination of governmental organizations and also to enhance coordination between the government and other actors. Post-NPM implies a mixed pattern of in-house, marketized services and delivery networks, a client-based, holistic management style, boundary spanning skills, joined-up targets, a procedural focus, impartiality and ethical norms and stronger centralized control (Lodge & Gill, 2011). Under post-NPM politicians are guarantors of

compromise deals between multiple stakeholders, while civil servants are network managers and partnership leaders. Post-NPM is also preoccupied with strengthening the capacity of the center, both politically and administratively, but also structurally reintegrate or control more agencies and state-owned enterprises (Christensen & Lxgreid, 2007a). Post-NPM entails patching up the administrative bodies of the state, bringing about stronger integration between the state and the private sector and civil society and increasing central government capacity.

In post-NPM reform, efforts have focused particularly on the problems that arose as a result of greater vertical and horizontal specialization in NPM (Christensen & Lxgreid, 2007a). On the vertical dimension, using more central resources to coordinate subordinate institutions and levels and using stronger instruments of central control have enabled political executives to regain a degree of political control and pursue consistent policies across levels. On the horizontal dimension, cross-sectoral bodies, programs or projects are increasingly being used to modify the 'pillarization' or "siloization" of the central public administration brought about by the strong specialization by sector (Pollitt, 2003a).

### **Main features of Post-New Public Management**

Post-NPM is not all about returning to 'old public administration' and the collectivist model. Its notion of governance is more broadly defined than that, for it entails reaching out to society, enabling individual and organized private actors in civil society to be better informed about public policy and to participate in making that policy more representative and in implementing it all elements taken from output models. The use of public-private partnerships and networks, supporting non-profit organizations, and establishing user-forums and user-surveys all point in this direction. The post-NPM generation of reforms advocates a more holistic strategy. The slogans "joined-up

government" and "whole-of-government" provided new labels for the old doctrine of coordination in the study of public administration (Bogdanor, 2005; Hood, 2005).

The post-NPM reforms are culturally oriented governance efforts. They focus on cultivating a strong and unified sense of values, cultural integration, teambuilding, the involvement of participating organizations, trust, value-based management, collaboration and improving the training and self-development of public servants (Ling, 2002). One major post-NPM element is the view that the major challenges in contemporary society demand that more societal sectors work together. A post-NPM perspective is also evident in the statement that decisions further down in the hierarchy must have a clear anchoring on the central level, sending a message of more central control to balance autonomy. Post-NPM concerns are also obvious in the requirement that increased variety must be met by standardization, more holistic competence developed, and that service should be more seamless across sectors and have clearer overriding priorities. Also the emphasis on ethical -guidelines, guidelines, platform for leadership and strengthening the public ethos are clear post-NPM elements. The previous strong market orientation and focus on competition is criticized for producing fragmentation and disintegration of the civil service.

Four new features of the post-NPM models can be noted: First, despite constant conflict with state policy, privatization proves difficult to reverse back to nationalization (Christensen & Lxgreid 2007). Many countries thus choose to steer a middle course through re-regulation which refers to the enactment of new or additional regulations, at an arm's-length rather than up-close approach, to give direction to de-regulated industries and/or public service providers (Vogel 1998; Turnbull 1999; Borenstein & Bushnell, 2000).

Second, to better pursue public goals and to compensate for the loss of coordination and integration, governments counter NPM's structurally devoluted apparatus with efforts

to - rebuild the state (i.e. re-centralization) for recouping central leadership (Peters, 2004; Christensen & Lxgreid, 2006b; Halligan, 2006).

Third, in contrast to disaggregating attempts such as departmentalism and agencification, governments enforce vertical or horizontal cooperation (i.e. re-collaboration) across organizational and/or hierarchical boundaries to fill the service vacuum of single-purpose agencification and/or to counter the mal effects of (over-) competition (Bakvis & Juillet, 2004; Bogdanor, 2005; Christensen, Lie & Legreid, 2007).

Fourth, despite efforts towards divestiture and market liberalization under the flag of NPM, some privatized public service providers have been widely accused of abusing its public service role of controlling public resources.

Post-NPM seems generally to be more about working together in a pragmatic and intelligent way than about formalized collaboration, like alluded to in the term 'smart practice', as coined by Bardach (1998). The approach to major stake-holders in the environment, including private actors, is more heterogeneous and involves joined-up governance efforts and the use of networks and partnerships.

### **New Public Management and Post New Public Management: Difference and Relationship**

Over the past decade, NPM model has been challenged by post-NPM reform measures, by a reassertion of the centre, by an increased focus on integration, networks and horizontal coordination as well as by a rediscovery of bureaucracy and a renewed emphasis on the rule of law and legal principles. Critics of NPM say the reforms have run their course, and the problems they created are immense. Post-NPM proponents contend NPM failed because political reforms were not built in with management reforms. The reforms were overly focused on bureaucratic management to the detriment of political and sociocultural factors. Just as NPM was a substitute for the "old public

administration", post-NPM is replacing NPM. The emergence of post-NPM reforms can be understood as a combination of external pressure from the technical and institutional environments, learning from problematic elements of NPM reforms and deliberate choices by political executives, based on concerns about political control and capacity, skepticism whether NPM can deliver on their promises, the fear factor and social concerns (Christensen et al. 2007). An increasing number of scholars are arguing that these post-NPM trends are a reaction to the organizational proliferation and resulting fragmentation induced by NPM doctrines (Pollitt 2003a, Boston & Eichbaum 2005, Gregory 2006).

The post-NPM, is not therefore a return to the previous one, but according to the concept of Pollitt and Bouckaert proposed in 2004, the so-called Neo-Weberian State (NWS), a fortuitous metaphor describing a model that co-opts the positive elements of NPM. Post-NPM is the latest framework for government administration and shares some similarities with NPM as it is based on economic theory and managerialism (Jun, 2009).

While the post-NPM trend is more about restoring the hierarchy, the NPM is more about governance in the sense of networks and partnerships. As a new paradigm of public administration, post New Public Management points to the failures and inadequacies of public sector performance over time and the problems lying squarely in the nature and processes of public sector activity and traditional public administration.

## **Conclusion**

Public administration has experienced a great deal of pressure for change during the past several decades. These changes have been discussed primarily from the perspective of the New Public Management, but the concepts here described as "post-NPM" as the mechanisms for public service delivery also have had a substantial effect on administration within the public sector. The post-NPM paradigm requires thinking about administrative systems from the perspective not just of managing programs and

making policy choices within government itself, but also from the perspective of managing interactions with private sector actors, as well as with the clients of the programs (Peters, 2003).

Post-NPM initiatives in different countries vary according to the starting points and national administrative cultures. But a common characteristic is that post NPM reforms do not represent a break with the past, nor do they fundamentally transform public administration. Rather it is a question of rebalancing existing administrative systems without changing them in any fundamental way (Gregory, 2006). Post-NPM reforms imply an increased focus on integration, horizontal coordination in line with a governance approach and enhanced political control and recentralization (Pollitt 2003b, Lxgreid & Verhoest 2010).

The emergence of post-NPM reforms can be understood as a combination of external pressure from the technical and institutional environments, learning from problematic elements of NPM reforms and deliberate choices by political executives, based on concerns about political control and capacity, skepticism whether NPM can deliver on their promises, the fear factor and social concerns. But it is also clear that these new trends have not replaced the NPM features but rather supplemented them. NPM is by no means over, but it has lost its dynamic and is being supplemented by post-NPM ideas.

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