

PalArch's Journal of Archaeology of Egypt / Egyptology

Triangular Model of Public Services to Sustainable Government Organization Administrative Strategies

¹ Prayote Songklin, ² Pornchai Jedaman

¹ Assoc. Prof., Dr., College of Politics and Governance, Mahasarakham University, Thailand

² Assoc. Prof., Dr., Rajabhat Mahasarakham University, Thailand

Prayote Songklin, Pornchai Jedaman: Triangular Model of Public Services to Sustainable Government Organization Administrative Strategies -- Palarch's Journal Of Archaeology Of Egypt/Egyptology 18(7). ISSN 1567-214x

Keywords: Triangular model, public service, sustainable government organization administrative, strategies

ABSTRACT

Government organization administrative of the administrators have to achieve the results of the knowledge, understanding, and support of public services. This paper will provide an overviews the triangular model of public service to sustainable government organization administrative strategies. Triangular model of public services were the integrated including Traditional Public Administration: TPA, New Public Management: NPM, and New Public Governance: NPG into public administration has an important goal of facilitating, responding to needs, achieving results in public missions, and utilizing resources for efficiency and value. Finally, the sustainable government organization administrative strategies of equality strategy, continuity strategy, improvement and change strategy.

I. Introduction

An important roles in the administration of public organizations is to provide public services to the people, giving greater emphasis to empowerment in the provision of public services, and constantly reviewing one's capacity to provide public services to people effectively or not. However, if it is found that there are limitations, different approaches must be considered that can be used to increase capabilities, and strategies of the organization according to the next mission. (Agranoff, R. ,2006) Although public service arose from ancient times

with the emergence of society, the modern day systematic education of public service has just emerged, with the beginning of sector service education as the academically systematic public was in the mid-19th century when it was proposed to Northcote -Trevelyan Report in England. (Hughes, Owen E,1994) This was a turning point from the public service based on the ancient system of patronage and systematic organization to the public service based on the moral system and organizational structure according to the model known as the "bureaucracy", which is a model of Traditional Public Administration (TPA) of public administration during the year of 1854-1980 A.D. After that, alternative models emerged such as New Public Management (NPM)) during the last two decades of the 20th century. (Hood, Christopher,1991) And New Public Governance (NPG) in a during the first decade of the 21st century. (Osborne, Stephen, P, 2010) What has happened in the last 1-2 decades is that there has been some debate about which is probably the best model in public service, by the scholarship of each work to find the merits of the subjects they deem good and find their drawbacks to refute the subjects they consider to be less good or less good, and spend time and resources to prove that to the opinions are more accurate than those of other parties. (Robinson, Mark, 2015; Osborne, Stephen, P, 2010; Heinrich, Carolyn J, 2011) Which the aforementioned public service model a having to both to the strengths and weaknesses in the subject itself. Therefore, if the strengths of each model are integrated into the government organization administrative of the administrators to achieve the results of knowledge, understanding, and support of public services. This paper will provide an overviews the triangular model of public service to sustainable government organization administrative strategies to effectiveness.

Traditional Public Administration

The official advent of the Traditional Public Administration model (TPA model) was 1854 when Northcote-Trevelyan Report was proposed in England. The Report was the beginning of merit system appointment, bureaucratic organization, and gradual decline of patronage system in public administration. After that, in 1883, the United States passed a Civil Service Act (the Pendleton Act) which was the starting point of concretely merit system appointment, bureaucratic organization, and gradual deterioration of patronage system in this country. (Hughes, Owen E,1994) TPA model was heavily influenced from the ideas of Woodrow Wilson in the United States and Max Weber in Europe. Wilson proposed the concept of strictly separation between politics, with the politicians making public policies, and administration, with the permanent public officials implementing public policies. Weber proposed the concept of bureaucratic system in public sector. The main components of the bureaucratic system are (1) control by designed rules, (2) hierarchical command, (3) personnel recruitment according to merit system and professional expertise, (4) full-time work, (5) resources belong to the organization instead of individuals working in the organization, and (6) officials service for public interest instead of personal gain. When combine the idea of Wilson on politics and administration dichotomy with the idea of Weber on bureaucracy, it provides

four distinctive characteristics of the TPA model: (1) command and control from central, (2) hierarchical organizational structure, (3) performance under a fixed set of rules, and (4) separation between the policy makers and policy practitioners. (Hughes, Owen E, 1994; Osborne, Stephen, P, 2010; Robinson, Mark, 2015) System and mechanism are 2 central assumptions of the TPA model. Firstly, state is a unitary unit in which policy formation and policy implementation vertically integrated within closed-system government and secondly, for effective public administration, public officials have to implement policies that formulated by democratically elected politicians. Because the TPA model has a vertically integrated nature, thus hierarchy command is a key mechanism to resources allocation and a means to ensure that the public budget is properly spent. As a result, public policy implementation under the TPA model is based value on command and control and dominated by public sector. The role of people is patronized receiver under the concept of welfare state. (Osborne, Stephen, P, 2010) In short, the TPA model is based on the assumption that hierarchical structure and strictly centralized command and control are the best tool and method for public policy implementation and public services delivery with the government as a main actor and the people as patronized receivers without any role. The TPA model, began in the mid-19th century, dominated most of the Western countries with hardly change until the late 20th century when governments in various countries abandoned it and turned to a new model. The TPA model has lost its popularity for two main reasons. (Hughes, Owen E, 1994) Firstly, TPA model adheres to a rigid bureaucracy system instead of being flexible to match the environment made it technically inefficient and cannot solve the problems of a rapidly changing world. Secondly, TPA model focuses on processes and procedures instead of focusing on the results made it unable to meet the growing needs of people effectively. The key criticism of the TPA model comes from the New Right or the Neo-liberals. (Larbi, George A, 1999) Scholars in this group have attacked on size, costs, and roles of government and pointed out that welfare state is a monopoly service system. It does not care about the customer and does not focus on the outcome. Bureaucracy does not produce efficiency. High-ranking civil servants lack incentives to cut the costs and try to expand their roles continuously for the power and benefits that they and their agency will receive. This situation leads to the endless expansion of the bureaucracy on the hierarchical power structure. But over time, the ability to control from top to bottom decreases when the expansion of the bureaucratic system reaches a point that it cannot control thoroughly and finally leads to bureaucratic failures.

New Public Management

To solve the problems arising from the weaknesses of the TPA model presented in the previous section, a new model emerged in western industrialized countries in the last two decades of the 20th century. It was called in many different names, such as Managerialism. (Pollitt, Christopher, 1993), New Public Management (Hood, Christopher, 1991; Hughes, Owen E,

1994; 2003), Market-based Administration (Lan, Zhiyong., and Rosenbloom, David H, 1992), and Entrepreneurial Government (Osborne, David, and Gaebler, Ted, 1992), but the name that is widely known and commonly used in academic circle is New Public Management (NPM). The official occurrence of the NPM model was 1991 when Hood published an article titled "A Public Management for All Seasons?" and here the term of New Public Management was used for the first time. In this article, Hood pointed out that there are seven key aspects of the New Public Management that public services sector in England, Australia, New Zealand and many other OECD countries introduced in the late 20th century. (Hood, Christopher, 1991) They are (1) operation by professional managers, (2) clear standards and performance indicators, (3) focus on results, (4) separation of departments, (5) focus on competition, (6) management methods come from private sector, and (7) efficient use of resources. The NPM model is based on two theoretical roots that are new institutional economics theory and managerialism theory. (Hood, Christopher, 1991) New institutional economics theory is based on individualism methodology in describing objectives, planning, and actions of individual to understand about social institutions, politics and economy which are involved in the daily life of person. This theory consists of 3 sub-theories that are to, (1) public choice theory, (2) principal-agent theory, and (3) transactions cost theory. Managerialism is based on the assumption that management is a universal principle that can be applied in both public administration and business management. This theory requires changing of paradigm and method in public administration, from originally focused on regulations and inputs to focus on objectives and operational results. System and mechanism in a surveying the writing on NPM model of Hood, Christopher (1991), OECD (1991), Osborne, David, and Gaebler, Ted (1992), Pollitt, Christopher (2001), and Hughes, Owen E. (2003), the author founds that NPM model consists of 6 key characteristics that more than three works mention it. They are to, (1) focusing on results rather than inputs and processes, (2) opening to competition and reduce monopoly, (3) using market mechanisms, (4) focusing on people's needs, (5) adopt management methods from private sector and (6) separation of departments and flexible organization. The core concept of NPM model is the view that state is not a unitary state but made up of the second part that is the private sector. From this view, government should transfer the mission of public policy implementation and public services delivery to private sector under the assumption that effective public management must be competitive in an open system, whether it is a competition between public sectors, private sectors, or public and private sectors. Since the NPM model is based on opening to competition in public policy implementation and public services delivery, so the market is a key mechanism for resources distribution and is a means to ensure that people get the most satisfaction. Under this model, the government acts as a facilitator rather than a commander, the structure and method of the operation are flexible rather than tightly defined and controlled, the goal of the operation is to focus on results rather than on meeting the rules, the methods of the management come from private sector rather than rely

solely on traditionally professional knowledge in public sector. The role of people is the customer who wants the most satisfaction under the concept of an entrepreneurial government. (Hood, Christopher, 1991; OECD, 1991; Osborne, David, and Gaebler, Ted, 1992; Pollitt, Christopher, 2001; Hughes, Owen E, 2003) In short, NPM model is based on the assumption that the market system and the mechanism of competition are the most appropriate tool and method for public policy implementation and public services delivery. In this model, private sector is the main actor while the role of the people is the customer. In implementing the concept of NPM model in different parts of the world in the last two decades of the 20th century and the beginning of the 21st century, scholars and practitioners in government organizations have met at least six key weaknesses of this model (Hood, Christopher, 1991; Osborne, David, and Gaebler, Ted, 1992; Fox, Charles J, 1996; Frederickson, George H, 1996; OECD, 1991; Maor, Moshe, 1999; deLeon, Linda., and Denhardt, Robert B, 2000; Gruening, Gernod, 2001; Lynn, Jr., L. E, 2001; Haque, Shamsul M, 2001; Stark, Andrew, 2002; Pollitt. Christopher., and Bouckaert, Geert, 2004; Maesschalck, Jeroen, 2005; Osborne, Stephen, P, 2010; Heinrich, Carolyn J, 2011) Firstly, NPM model is not a unified theoretical concept, but it is only a group of various theoretical concepts. Secondly, NPM model is actively implemented in certain countries, such as the Commonwealth and OECD countries, while in other countries only a few elements of NPM model are selected for use. Thirdly, NPM model, with the budget cuts and cost-cutting of welfare programs for savings, increases social inequality and make the people unable to meet their basic needs. Fourthly, NPM model, with the reduction of regulations and controls and bringing the management techniques and values from the private sector into the public sector, increases ethical problems in public sector. Fifthly, NPM model weakens democratic values because public officials cling to the needs of customers or service recipients instead of adhere to the needs of people through elected representatives. Sixthly, NPM model, with the management techniques from the private sector and private sector as a main actor in public services delivery, cannot truly solve increasingly complex and diverse social problems.

New Public Governance

The weaknesses of the TPA model and NPM model presented in the previous two sections bring about the third model, commonly known as “New Public Governance” (NPG). The official origin of this model was 2006, when Osborne, Stephen, P(2006) to published an article entitled “The New Public Governance?” In the article as the pointed to the changing of concept about public policy implementation and public services delivery from TPA model to NPM model and NPG model respectively. TPA model, dominated public services from the mid-19th century to the early 1980s, was more prominent and longer than other models. NPM models dominated public services from the late 20th century to the beginning of the 21st century, which was considered a short-lived and temporary model. NPG model is the latest model emerged in the late first decade of the 21st century. This model was proposed to address

the problematic weakness of the first two models. System and mechanism, while the TPA model is based on a state-centric system and the NPM model is based on a market-centric system, the NPG model is based on a variety of actors (plural) and multiple processes (pluralist) in public policy implementation and public services delivery. In the view of scholars supporting the NPG model, the government is considered as one actor with equal role among other actors involved in public policy implementation and public services delivery. They no longer believed that government is a single and dominate actor in public policy formation and public policy implementation, organization structure has to hold only chain of command from top to bottom, and market and competition system is the one best way for public services delivery; but they believe that public policy formation, public policy implementation, and public services delivery based on a set of complex interaction of multiple actors, multiple benefits and multiple approaches. (Osborne, Stephen, P, 2010) Since the NPG model based foundation concept on multiple actors and multiple processes of public policy implementation and public services delivery, thus operating system of this model is based on networks that consist of public sector; private sector; and groups of relevant stakeholders, which is usually referred to as a third party or civil society that participate in public policy formation, public policy implementation, and public services delivery. The driving mechanism of this model is co-production among different and multiple groups of actors. The role of these actors, including the role of people, is a co-producer or partnership involved in planning public policy, implementing public policy, and delivering public services. Scholars supporting the NPG model consider NPG model as both a result of and a response to a growing complex, diverse, and fragmented nature of public policy implementation and public services delivery in the 21st century. (Osborne, Stephen, P, 2010; Cohen, Steven and Eimicke, William, 2011; Pestoff, Victor, 2011; Schuppert, Gunnar Folke, 2011; Robinson, Mark, 2015) As the NPG model has been practiced in many OECD countries since the 1st and 2nd decades of the 21st century, scholars and practitioners have found that the model has at least six key weaknesses. (Stoker, Gerry, 1998; Bevir, Mark and Rhodes, R.A.W, 2011) Firstly, NPG model, based on co-operation among networks, reduces the importance of the competition that lead to optimal price of management. Secondly, NPG model, based on increasing the role of networks that consist of various actors, diminishes power of the state and creates hollow at the center, as a result, makes it difficult to build proactive capacity and long-term planning. Thirdly, in theory, the NPG model places the driving mechanism on co-operation which based on the culture of consultation and horizontal integration, but in the real world, consultation among various actors is a strategy that difficult to arise and to maintain. Fourthly, the actors that come from the private sector and the third sector who participated in the NPG model are less righteousness in using power when compare with the actors that come from election or appointment made by law and constitution. Fifthly, NPM model, with the emphasis on various actors in public policy implementation and public services delivery, creates a vague

sense of responsibility when it goes wrong and it could lead to the avoidance of responsibility and the hunt for scapegoats. Sixthly, NPG model, with the acceptance of the cooperatively power dependence, may lead to ambiguity of results interpreted by multiple groups of actors and lead to complex and uncertain policy results.

Triangular Model of public services

Triangular model of public services, from the content of the public services models presented above, we can see that all three models have their strengths and weaknesses. The major strengths of the TPA model are its unity and clear responsibility. The key weakness of the model is its rigid structure made it unable to respond to the complex and rapidly changing world. The major strength of the NPM model is the competition that leads to optimal price of management. The key weakness of the model is that it can be used effectively only in countries that are stable political system and not dominated by patronage system. (Robinson, Mark, 2015) The major strength of the NPG model is distribution of roles and responsibilities among multiple actors in society. The key weaknesses of the model are lack of unity in long-term strategic planning and clear responsibility. To solve the problems mentioned above, this article has proposed a new model, called "Triangular Model of Public Services." This model wants to combine the strengths of the three models; TPA model, NPM model, and NPG model; together and wants to close the weaknesses of each model that often arise when use it alone. The framework of the model can be shown in the figure below.

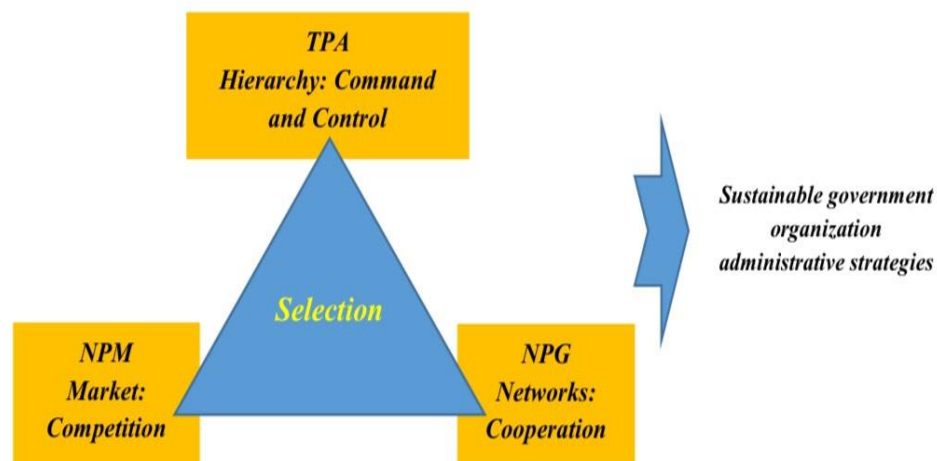


Figure: Triangular model of public services to sustainable government organization administrative strategies.

On figure to triangular model of public services to sustainable government organization administrative strategies as above means that in the public services of each county, three models; TPA model, NPM model, and NPG

model; should be incorporated, by weighting or focusing on each model differently. The priority of each model depends on the contexts of each country. The contexts here refer to the economic, political, and social environment at the national and international level as well as the culture, traditions, history, and characters of the people in that country. Triangle, linking the three models together, means that the three models are not independently separated, but they are integrally connected. TPA model will lead to legal and constitutional legitimacy, responsibility for success and failure, and unity in long-term planning. NPM model will lead to the optimal cost of operations. NPG model will lead to a way of practice on the basis of consultative democracy. In other words, this article proposes that the three models should be considered as complementary to each other, instead of looking them as a competition to each other or having to choose only one. When viewed from the wide picture, the countries, where the public services model is weighted or prioritized, can be divided into three groups. (Stoker, Gerry, 1998; Pestoff, Victor, 2011; Schuppert, Gunnar Folke, 2011; Robinson, Mark, 2015) The first group is developed countries with an advanced economy. The countries in this group tend to weigh primarily on NPG models, followed by NPM model and TPA model. By comparison, they have high level of economic and political stability. Civil society in these countries plays a high role within a culture of active citizenship. The second group is developing countries with political and economic stability. The countries in this group tend to weight primarily on NPM model, followed by TPA model and NPG model. By comparison, they have high level of economic and political stability. The public sector seeks to transfer the mission of public services to the private sector. Civil society in these countries becomes more active. The third group is developing countries that lack political and economic stability. The countries in this group tend to weight primarily on TPA model, followed by NPM model and NPG model. By comparison, they have low level of political and economic stability and governments still play a dominated role in public services delivery. Private sector and civil society in these countries play a relatively small role under the passive citizenship culture to sustainable government organization administrative strategies including equality strategy, continuity strategy, and improvement and change strategy to effectiveness.

Summary

The content about public services models by points out that, from the mid-19th century to the beginning of the 21st century, there are three models of public services. They are Traditional Public Administration model (TPA model), New Public Management model (NPM model), and New Public Governance model (NPG model). Since all these three models have their own weaknesses, therefore the author has proposed a new model of “Triangular model of public services to sustainable government organization administrative strategies”, based on two concepts. Firstly, because each public services model has both strengths and weaknesses, therefore, what would be most appropriate is the integration of the three models together to draw out the strengths of each model

and, at the same time, to close the weaknesses that exist in each model. Secondly, because each country has different contexts, therefore, in using the models it should be applied according to its contexts or environments. These two fundamental concepts lead to the conclusion that in the public services in each country, the three models should be integrated together by choosing to weigh or give priority to each model differently. The priority of each model depends on the contexts of each country. Sustainable government organization administrative strategies were to equality strategy into a providing public services that are not intended for the benefit of any one, but for the benefit of everyone who has the right to be treated and benefit from the public service equally, continuity strategy to provision of public services must be performed regularly and continuously at all times, and improvement and change strategy to always meet the needs of the public service users, meet the needs and maximize benefits to effectiveness.

Implementation

Transformation of processes and a working the methods are to apply the Triangular model of public services to sustainable government organization administrative strategies that are consistent and connected with the goals, resulting into cost effectiveness and efficiency.

References

- Agranoff, R. (2006). "Inside Collaborative Networks: Ten Lessons for Public Managers." (Special issues). *Public Administrative Review*. 66 (6): pp. 56-65.
- Bevir, Mark and Rhodes, R.A.W. (2011). "The Stateless State" in Bevir, Mark. Ed. *The SAGE Handbook of Governance*. London: SAGE Publications Ltd.
- Cohen, Steven and Eimicke, William. (2011). "Contracting Out" in Bevir, Mark. Ed. *The SAGE Handbook of Governance*. London: SAGE Publications Ltd.
- deLeon, Linda., and Denhardt, Robert B. (2000). "The Political Theory of Reinvention." *Public Administration Review*, Vol. 60, pp. 89-97.
- Fox, Charles J. (1996). "Reinventing Government as Postmodern Symbolic Politics." *Public Administration Review*, Vol. 56, pp. 256-262.
- Frederickson, George H. (1996), "Comparing the Reinventing Government Movement With the New Public Administration." *Public Administration Review*, Vol. 56, pp. 263-270.
- Gruening, Gernod. (2001). "Origin and Theoretical Basis of New Public Management." *International Public Management. Journal* 4, pp. 1-25.
- Haque, Shamsul M. (2001). "The Diminishing Publicness of Public Service Under the Current Model of Governance." *Public Administration Review*, Vol.61, pp. 65-82.
- Heinrich, Carolyn J. (2011). "Public Management" in Bevir, Mark. Ed. *The SAGE Handbook of Governance*. London: SAGE Publications Ltd.

- Hood, Christopher. (1991), "A Public Management for All Seasons?." *Public Administration*, Vol. 69, pp. 3-19.
- Hughes, Owen E. (1994). *Public Management and Administration : An Introduction*. New York: St. Martin' Press.
- Hughes, Owen E. (2003). *Public Management and Administration : An Introduction*, 3rd ed. New York: PALGRAVE MACMILLAN.
- Lan, Zhiyong., and Rosenbloom, David H. (1992). "Public Administration in Transition?." *Public Administration Review*, Vol. 52, pp. 535-537.
- Larbi, George A. (1999). *The New Public Management Approach and Crisis States*. Geneva: UNRISD.
- Lynn, Jr., L. E. (2001). "Globalization and Administrative Reform : What is Happening in Theory? *Public Management Review*. 3 (2), pp. 191-208.
- Maesschalck, Jeroen. (2005). "Approaches to Ethics Management in the Public Sector." *Public Integrity*, Vol. 7, Issue 1 (Winter), pp. 21-41.
- Maor, Moshe. (1999). "Paradox of Managerialism." *Public Administration Review*, Vol. 59, pp. 5-18.
- OECD. (1991). *Public Management Development*, Paris: OECD.
- Osborne, Stephen, P. (2006). "The New Public Governance?" *Public Management Review*, 8(3), pp. 377-388.
- Osborne, Stephen, P. (2010). "Introduction : The (New) Public Governance: a Suitable Case for Treatment?." in Osborne, Stephen, P. *The New Public Governance? : Emerging Perspectives on Theory and Practice of Public Governance*. New York: Routledge.
- Osborne, David, and Gaebler, Ted. (1992). *Reinventing Government*. New York: Addison- Wesley Publishing Company, Inc.
- Pestoff, Victor. (2011). "Co-production, New Public Governance and Third Sector Social Services in Europe." *Ciências Sociais Unisinos*. 47(1), pp. 15-24.
- Pollitt, Christopher. (1993). *Managerialism and the Public Services*. Cambridge: Blackwell Publisher.
- Pollitt, Christopher. (2001). "Clarifying Convergence : Striking Similarities and Durable Differences in Public Management Reform." *Public Management Review*. 3 (4), pp. 471-92.
- Pollitt, Christopher., and Bouckaert, Geert. (2004). *Public Management Reform: A Comparative Analysis*. New York: Oxford University Press.
- Robinson, Mark. (2015). *From Old Public Administration to the New Public Service*. UNDP Global Centre for Public Service Excellence. Singapore.
- Schuppert, Gunnar Folke. (2011). "Partnerships" in Bevir, Mark. Ed. *The SAGE Handbook of Governance*. London: SAGE Publications Ltd.
- Stark, Andrew. (2002). "What Is the New Public Management?" *Journal of Public Administration Research and Theory*. J-PART12, pp. 137-151.
- Stoker, Gerry. (1998). "Governance as Theory: Five Propositions." in UNECO. *Oxford: Blackwell Publishers*.