

---

# Contents

<i>Acknowledgements</i>	viii
1 Introduction	1
Part 1 The context of public management	5
2 Public and private management	7
3 The changing role of the state	26
4 Changing ideas about public management	50
Part 2 Organisational ideas in public management under challenge	69
5 Paying for public services	71
6 The use of markets in the public sector	87
7 The role of users in public services	110
Part 3 Contemporary issues in public management	129
8 Performance management	131
9 Professionals in public management	149
Part 4 Conclusion	169
10 Putting it all together – managing contradictions in public management	171
<i>Bibliography</i>	186
<i>Index</i>	199

# 1

---

## Introduction

### Introduction

In an age when everyone is already suffering from information overload, anyone adding to the huge amount of writing on any topic must surely provide a good reason for doing so. There is a range of very good books on public management available, so if an author is to introduce a new text, this suggests that they must be clear what it provides for potential readers.

This book treats the subject of public management critically. What this means is not that it treats the topic of public management to a series of criticisms, although the book is critical (in this sense) in some areas of public management. Instead, it treats the ideas and topics that much of the writing on public management has tended to take for granted as problematic, and tries to work out what taking a careful look at them might mean for those researching the topic, as well as for those that actually have to manage public organisations. Its argument can be summarised fairly briefly, but needs a full book's length to explore in the depth needed. The book's argument is that thinking about or doing public management needs us to embrace a range of contradictions and tensions that are probably not resolvable. It suggests that the best we can do is to be aware of them and to understand the problems that are likely to occur from falling on one side of the argument rather than the other.

This is not the kind of upbeat, high-energy message that public managers might want to receive, as it suggests that they operate in complex environments where there may not necessarily be straightforward, right choices, but in their heart of hearts, they probably knew that already anyway. Public managers seeking simple answers should pick up the latest business bestseller from their local train station instead, but I am not sure such a simple approach can work. Those who want to try and deal with this complexity, and begin to try and get a handle on where public management came from, will probably get on far better with the book that follows.

## The book's approach

The following chapters typically begin with a question. Each of these questions addresses a central problem in public management today, from whether public management is different to private management through to who should pay for public services, to how marketing can be used in public management. Each chapter then takes apart that question and works through what seems to be its relevant dimensions to come up with a range of tensions and difficulties that public managers must be aware of when they are working out their own position on it. This book does not give public managers a simple guide as to what the right answers are – in fact it would question whether there are any right answers. Instead it tries to make them aware of the problems that each of the various positions it explores has and to get managers and those researching public management to develop their own understandings. The book's conclusion then works through some of the more intractable contradictions in public management, derived from the chapters that proceed it, in the hope that by at least making the problems of the discipline explicit, public managers might be able to make more informed decisions about their practices in the future.

## The book, chapter by chapter

Dealing with a complex and wide-ranging subject such as public management means that decisions need to be made about what to include and what to miss out. There is a logic in terms of the way this book is structured that will help the reader to work his or her way through, and so it is worth making this clear at the start.

The book begins by asking whether there is such a thing as public management in the first place, and suggests that this is, in itself, a difficult question to answer. It provides a range of different ways of thinking about what public management might mean, before concluding that, as long as the public find it useful to think about public management as being a subject in its own right, then we have a duty to work out what the implications of this are, and to do our best to explore what the dimensions of 'publicness' ought to be. The next three chapters of the book attempt to address this, exploring the stronger involvement of the state in public management; the history of public management as a subject that arose from ideas around public administration; and the way that public services are funded. These three chapters attempt to show that the nature of public management today has historical elements that need to be understood in order to understand what might be distinctive about public services, and to understand how they evolved to reach their present form today.

The next four chapters explore significant areas of reform in public services. They deal with the increased use of the market in public services; the use of the marketing approach in public services; the use of performance management in the public sector; and the question of the relationship between public professionals, public managers, and the public

itself. These chapters deal with the way that reform programmes over the last 30 years have attempted to restructure public services, and presents new thinking and scholarship as to what the difficulties and limits of those reforms might be. They consider when these reforms might work, and when they might not, and the implications of this analysis for public managers.

Finally, the book's conclusion examines a range of tensions and contradictions suggested by the book's analysis, and works through them one by one to make clear the difficulties on both sides of each argument, inviting public managers to work out where they might stand in relation to them. Again, there are no easy answers here, but by at least making clear what the problems are, managers might be able to make better informed decisions that reflect the complex nature of contemporary public management.

Organising the book in this way means that a few topics, particularly public professionals and public finance, are discussed in more than one chapter. There is no easy way around this, as these topics are particularly pervasive in public management. In order to keep each chapter readable in itself, a little repetition therefore occurs, but the advantage of this is that it hopefully increases clarity for readers wanting to read the whole book.

## On with the book

Before moving on with the book, a few more words about the way the material is organised. First, I have tried to keep academic references in the text to a minimum, but instead provided a section on further reading at the end of each chapter that attempts to give additional sources that those interested in the particular topic might like to consider to achieve greater depth on them. I hope this keeps the text relatively uncluttered and makes it more accessible, but at the same time makes it clear that the material in the text is based upon a decade of research, teaching and writing in the field.

Each chapter contains not only numerous examples in the text itself, but also an extended example that attempts to show greater depth in one aspect of the analysis of the chapter. These are presented at the end of the chapter to give the reader something tangible to hang the analysis and ideas presented in each topic area, but can be read alongside, after or even before the rest of the material in each chapter.

Having covered the book's intended contribution and the way the book is organised, it now moves on to what would seem a fairly fundamental question – is public management different from private management?

# Index

- Accountability, 16–19, 28, 42, 49, 51–8, 59,  
65, 74, 94, 97, 101, 105, 110, 118–20,  
123–4, 131–3, 150, 154–6, 158–64, 172,  
178–84
- Administration, *see* Public Administration
- Autonomy, 14, 16, 17, 36, 54, 84, 86, 105,  
146, 152–3, 181
- Boyne, G., 12, 56, 135, 141,  
162, 172  
    human resource management, 23–5  
    public/private differences, 13–15
- Bozeman, B., 10, 13, 15, 25, 105–6
- Centralisation, 37, 40, 51, 52,  
86, 98, 131–3, 172,  
179–181, 183
- Charging, 10, 11, 35, 44, 57, 63, 71, 74–6,  
78–9, 82, 85, 86, 87, 115, 116, 126–7,  
154, 157, 165
- Christensen, T., 49, 64, 103
- Citizens, 27, 28, 30, 31, 36, 38, 39, 41,  
42, 43, 54, 57, 58, 64, 65, 101,  
103, 108, 117, 119, 121, 123,  
125, 126, 127, 162, 172, 176,  
178–9, 183
- Clarke, J., 30, 36, 108–9, 119
- Collectivised individualism, 110, 122–5
- Competition in public services, 8–11, 12, 14,  
17, 18, 24, 28, 29, 31, 36, 37, 38, 40,  
43–4, 45, 54, 55, 56, 58, 59, 65, 67, 74,  
87–92, 93, 95, 97, 98–101, 103, 104,  
106, 108, 110, 112, 114, 119, 136, 142,  
147, 156  
    on cost grounds, 91–2  
    on quality grounds, 90–1  
    through niche advantage, 92–3
- Confidentiality, 82, 101, 104, 150, 153–4,  
159, 163
- Consumerism, 42, 44, 54, 57–8, 59, 65, 87,  
94, 101, 103, 119, 123, 127, 134, 137,  
172, 178, 181
- Contracts, 8, 9, 24, 26, 31, 43, 44, 45, 55–6,  
58, 60, 66, 71, 72, 79, 81, 91–5, 97–101,  
103, 104, 125, 127, 139, 146, 147,  
182, 184
- Contradictions in public management, 1, 2,  
3, 42, 46, 50, 66, 171, 174
- Control, 35, 37, 38, 41, 48, 51, 53, 55, 60, 80,  
86, 104, 112, 116, 120, 132, 133, 134,  
146, 150, 153, 154, 157, 159, 166, 171,  
172, 175, 176
- Co-production, 110, 121–2, 124, 125
- Crisis, 34–6, 39, 42, 46, 61, 64, 132, 139, 152
- Criticality, 1, 62, 109, 139
- Crowding out, 34, 35, 121
- Customer Focus/Service, 16, 18–19, 22, 24,  
65, 66, 83, 84, 88, 103, 110, 111, 115–17,  
119, 125, 142, 171–6
- Decentralisation, 40, 47, 49, 86, 127, 131,  
132–3, 172, 179–81, 183
- Democracy, 20, 51–4, 55, 57–9, 61, 64,  
65, 94, 96, 101, 117, 119, 132, 135, 162,  
181, 184
- Democratic socialist view of state, 27, 30–1,  
38, 41, 43
- Discretion, 13, 40, 44, 58, 146, 150, 155,  
163, 181

- Doctors, 20, 44, 77, 83, 87, 101, 102, 105, 107, 111, 113, 115, 117, 118, 122, 134, 137–8, 149, 151–6, 157, 158, 160, 161, 165–7, 173–5, 182
- Dunsire, A., 50–1, 53, 67
- Efficiency, 10, 11, 12, 16, 19, 20, 22, 28, 29, 30, 38, 40, 41, 45, 49, 53, 58, 63, 65, 66, 74, 75, 79, 88, 90, 92, 95, 101, 104, 111, 112, 113, 114, 119, 126, 166, 172, 173, 174, 177, 181, 183, 184
- Election of public managers, 16, 20, 21, 22, 53, 76, 88, 90, 162, 163, 179
- Entrepreneurialism, 36, 37, 41, 43, 45, 63, 64, 65, 66, 171, 172, 173, 175–6, 177, 182, 183
- Expert knowledge, 17, 114, 140, 142, 150–1, 155, 163, 164, 166
- Ferlie, E., 88, 174
- Financing, *see* Funding of public services
- Fiscal crisis, 34–5, 132
- Flexibility, 24, 41, 43, 49, 56, 66, 99, 119
- Flynn, N., 47, 55, 57
- Fox, C., 52, 54, 61–2, 65, 119, 132, 184
- Fragmentation, 40, 42, 56, 59, 62, 65, 67, 98
- France, 16, 46, 47–8, 49, 53, 72  
service public, 47
- Funding of public services, 7–9, 15, 22, 26, 42, 43, 44, 51, 71, 74–81, 83–4, 86, 95–6, 97, 106, 107, 108, 112, 120, 140, 147  
case for public funding, 73–5
- Gaebler, T., 43, 63, 66, 67, 132
- Gaming, 127, 137–9, 144, 145
- General taxation funding, 74–7
- Germany, 33, 46, 48–9, 72, 81
- Giddens, A., 30, 36, 46, 63, 109
- Greener, I., 10, 35, 62, 91, 108, 135, 141, 151, 158, 166, 167, 182, 184
- Harrison, S., 158, 167, 181
- Higher Education, 80, 86, 91, 117, 146
- Home visiting, 112–14
- Hood, C., 13, 26, 58, 60, 64, 68, 139
- Human Resource Management, 23–4, 25, 47, 141–8, 153, 166
- Hypothecated funding, 77–8
- Individualism, 24, 30, 55, 63, 82, 103, 110
- Information Technology, 57, 92, 105, 132
- Interest groups, 8, 28, 84, 105, 135, 140
- Intermediaries, 97, 103–4, 105, 160
- Italy, 21, 46, 48, 72
- Jacobs, J., 185
- Jessop, B., 27, 36–42, 45, 46, 49
- Keynesian economic thought, 33–8, 41, 42, 63
- Kickert, W., 21, 41, 46–7, 49, 61, 64, 66
- KWNS, 41, 42, 44, 45  
and public management, 41–3
- Laegreid, P., 49, 64
- Le Grand, J., 12, 38, 89, 99, 109
- Local government, 45, 51, 52, 135, 149, 175
- Lotteries, 96, 107
- Lynn, L., 64, 176
- Marketing, 2, 18, 44, 93, 110–119, 124–8, 142, 176
- Markets, 2, 7, 9, 10, 12, 15, 18, 19, 27–33, 43–5, 48, 55–7, 60, 63, 74, 79, 80–4, 87–119, 125, 131, 132, 135, 146, 147, 148, 160, 173, 176, 177, 182–4, 185  
different kinds of markets, 89–100  
preconditions, 88–9
- Market values, 16–19, 22
- Miller, H., 52, 54, 61–2, 65, 119, 132
- Minimal liberal state, 27–8
- National Health Service, 8, 21, 24, 106, 116, 158, 165
- National State organisation, 37, 39–40, 42, 152, 180–1
- Nationalisation, 8, 10, 30, 47, 98
- Network governance, 41, 60–1, 63, 64, 97, 101, 104, 182, 184
- New Public Management, 19, 46–7, 49, 50, 58–61, 63–6, 68, 110, 117, 141, 164, 180
- Newman, J., 36, 46, 59, 65–6, 80, 100, 108, 109, 171
- Non-excludability, 10–11, 28, 74
- One-nation liberal approach to state, 27–31, 38, 41, 51, 57
- Osborne, D., 45, 63, 66–8, 132
- Ouchi, W., 85–6

- Performance, 18, 77, 84, 93, 97, 101, 132, 133, 135, 140, 153, 160
- Performance management, 2, 57, 58, 60, 63, 66, 77, 91, 131–6, 140, 142–8, 167, 180
- Performance measurement, 58, 91, 101, 131, 133, 135, 136, 137, 139, 144, 145, 146, 148
- Planning, 1, 5, 26, 34, 37, 48, 50, 51, 66, 69, 83, 87, 110, 129, 131, 133, 134–7, 139, 143, 144–5, 149, 169, 175
- Politics, 47, 61, 64, 66, 131, 176
- Pollitt, C., 14, 25, 64, 65, 68, 135, 148, 167
- Post national state organisation, 37, 39–40, 42, 43
- Post-war economic settlement, 31, 33, 34, 63, 77
- Private finance initiative (PFI), 81–2
- Private financing, 9, 71, 78–9, 81–2
- Private management, 2, 3, 7, 13–15, 22, 25–6, 52, 64, 171–3
- Private managers, 18, 21, 22
- Private provision of services, 8–9, 51, 79, 82, 93, 95, 97, 125, 127
- Professionalism, 16, 146, 149–50, 153, 155, 156, 158, 163, 167, 171, 173–4
- Professionals in public services, 2, 11–12, 16–17, 19–20, 21, 22, 23, 38, 44–5, 55, 57, 58, 84, 96, 101, 102, 111–18, 120–5, 131, 132, 134, 140–6, 149–67, 171, 173–6, 180–3
- Public administration, 2, 16, 28, 42–4, 47–67, 84, 101, 103, 111, 119, 126, 134, 141, 154, 157, 158, 159, 164, 174, 176, 180, 181, 184, 185
- problems, 53–5
- Stewart and Walsh model, 38, 61, 67
- Public goods, 7, 8, 11, 12, 22, 28, 83
- Public management
- as an academic discipline, 7, 50, 59–60, 62–4, 67, 80
  - definition, 11, 13, 22–3, 24, 60
  - differences from private management, 13–21
  - environment, 1, 9, 13–14, 83, 133, 144, 145, 163
  - formation in KWNS, 41–3
  - formation in SWPR, 43–5
  - goals, 12–15, 21, 22, 26, 30, 46, 49, 51, 54, 55, 56, 58, 65, 66, 80, 81, 83, 85, 91, 103, 114, 118, 134–6, 141, 143–5, 153, 163, 173, 179, 182–3
  - postmodernism, 61–2
  - roles, 31–3, 36, 41, 43, 44, 45, 46, 89, 94, 97, 121–2, 141–5, 151, 152, 153, 154, 156, 157–9, 162, 181–5
  - tensions, 1, 2, 3, 15, 17, 18–19, 21, 23, 30, 31, 33, 40, 42, 45, 66, 83, 90, 94, 103, 111, 113, 114, 116, 118, 119, 125, 131, 146, 171–9, 184
- Public-private partnerships, 79, 81–2, 182
- Public professionals, *see* Professionals in public services
- Public service ethic, 7, 11–12, 14, 17, 22, 33, 181
- Public value, 68, 86, 105
- Purchasing of services, 87–90, 92–105, 140
- Quality, 12, 24, 28–9, 42, 47, 48, 54, 55, 72, 77, 80, 81, 84, 90–1, 94, 95, 96, 100, 104, 112–13, 115, 117, 118, 124, 132, 133, 147, 151, 172, 182, 183, 185
- Rainey, H., 13, 25
- Refuse collection, 45, 79, 115–17, 119, 125–7
- Regime-based state organisation, 37, 40–3, 45, 59, 64, 98, 116, 138, 160
- Regulation, 16, 37, 40, 45, 47, 60, 88, 127, 150–1, 156, 161, 163, 177, 183
- Reinventing government, 50, 64, 66–8, 86
- Road planning, 136, 139
- Schooling, 9, 11, 12, 18, 28–31, 57, 76–8, 81–6, 91, 96, 99, 102–8, 134–6, 139, 149, 152, 157
- Schumpeterianism, 37–9, 42, 43
- Spicer, M., 44, 66–7, 131
- State, types of, 27–31
- SWPR, 41–5
- and public management, 43–5
- Target focus, 137–8
- Targets, 21, 31, 44, 56, 64, 79–81, 91, 123, 127, 132–3, 135, 137–9, 140, 141, 145, 155, 166, 181, 182

- United Kingdom, 8, 16, 21, 33, 45, 47, 53, 54,  
60, 65, 72, 73, 77, 81, 82, 85, 96, 97, 106,  
108, 109, 115, 126, 134, 146, 147, 148,  
167, 180, 181
- United States of America, 11, 13, 16, 20,  
31, 33, 39, 42, 43, 45, 47, 49, 53, 54, 60,  
63, 64, 66, 67, 72–3, 83, 84, 85, 86, 96,  
98, 108, 125, 146, 148
- Water, 10, 34
- Welfare, 23, 24, 31, 32, 35, 36, 37–8,  
41, 43, 45, 54, 72, 76,  
87, 175
- Workfare, 37–9, 42, 43
- X-ray services, 112–14