

# การจัดการงานสาธารณะในยุคสมัยใหม่

## Public Management in the Modern Era\*

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### บทคัดย่อ

ผู้เขียนได้แสดงให้เห็นถึงความเป็นมาของความสัมพันธ์ของยุคสมัยใหม่และการจัดการงานสาธารณะในปัจจุบัน โดยเริ่มต้นบทนำให้เห็นถึงความเป็นมาของคำว่า การจัดการงานสาธารณะเริ่มต้นจากการบริหารงานสาธารณะในกรณีประเทศไทยได้มีการใช้คำว่านโยบายราชการในช่วง 20 ปีแรกของช่วงพุทธศตวรรษที่ 25 สมัยปัจจุบัน การจัดการงานสาธารณะได้รับการตอบรับจากความต้องการจำเป็นขององค์กร การปกครองส่วนท้องถิ่น การกระจายอำนาจ การจัดการงานสาธารณะนั้นไม่ได้ตั้งกรอบไว้สำหรับการปกครองอำนาจเข้าสู่ส่วนกลางโดยผู้เขียนได้กล่าวถึงมิติ 3 มิติ ซึ่งเป็นบริบทใหม่ที่มีผลต่อการจัดการงานสาธารณะ ได้แก่ ยุคโลกาภิวัตน์ การเจริญเติบโตทางเศรษฐกิจของเอเชียและการเข้าสู่ AEC อย่างเป็นทางการ ดังนั้นบริบทของการบริหารงานสาธารณะได้เป็นสิ่งท้าทายที่ต้องการความสามารถในการจัดการองค์กร การมีภาวะผู้นำที่ดีและที่สำคัญที่สุดคือระบบการบริหารงานและระบบการปกครองที่จะนำไปสู่การจัดการงานสาธารณะที่มีประสิทธิภาพและประสิทธิผล จากบทสรุปของงานชิ้นนี้ได้แสดงถึง สาระสำคัญของการจัดการงานสาธารณะได้เกี่ยวข้องกับ 5 ประเด็น คือ

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- 3) นโยบายสาธารณะได้ถูกสร้างขึ้นเพื่อใคร โดยกลุ่มบุคคลกลุ่มเดียวหรือหลายกลุ่มจะได้ประโยชน์จากนโยบายเฉพาะนั้นๆ
- 4) เมื่อไหร่จะเป็นเวลาที่เหมาะสมที่จะนำมาใช้ โดยจะต้องไม่เร็วเกินไป ถ้าเร็วเกินไปจะทำให้อาจจะละเอียดจุดที่สำคัญ และถ้าช้าเกินไปก็จะทำให้วัตถุประสงค์ล้มเหลว
- 5) ศักยภาพของความสำเร็จ ปัญหาและความล้มเหลวที่ได้จากการทำการวิเคราะห์ SWOT การจัดการงานสาธารณะในยุคปัจจุบันจะต้องคำนึงถึงตัวแปรที่ได้กล่าวมาแล้วโดยสรุปคือการเข้าใจและการมองผลที่เกิดขึ้นในระยะยาวที่ตีนั้นการจัดการเกี่ยวกับงานสาธารณะจะต้องถูกออกแบบอย่างเอาใจใส่ ผู้นำจะต้องมีความเชี่ยวชาญในการจัดอันดับและการคิดถึงผลที่ตามมาภายหลังโดยการวิเคราะห์ปัญหาเพื่อจะหาสาเหตุและวิธีทางแก้ปัญหาต่อไปขึ้นอยู่กับความคิดในการจัดลำดับที่สามารถนำมาวางแผนและนำมาสู่การปฏิบัติอย่างไม่มีอุปสรรค ผู้นำที่ไม่สามารถมองการไกล, ไม่สามารถเข้าใจและไม่สามารถจะคาดการณ์จะทำให้สังคมมีความยากลำบาก ยิ่งไปกว่านั้น ถ้านโยบายที่ถูกสร้างขึ้นมามีแรงจูงใจแอบแฝงเพื่อจะให้ได้มาซึ่งผลประโยชน์ส่วนตัวซึ่งจะสามารถบิดเบือนนโยบายและละเมิด/บั่นทอนข้อตกลงของการปกครองที่ดี สิ่งเหล่านี้จะก่อให้เกิดความเสียหายกับประเทศชาติและส่งผลไม่ดีต่อประชาชนผู้ซึ่งเป็นผู้รับบริการและเป็นผู้จ่ายภาษีซึ่งเป็นผู้ได้เสนอชื่อให้กับกลุ่มผู้ใช้อำนาจทางการปกครองโดยการสร้างกฎระเบียบบทบัญญัติหรือการปกครองหรือการจัดการ อย่างไรก็ตาม กีดขี่ข้อความ/ค่าที่ใช้อาจจะไม่มี ความหมาย สำคัญคือการนำทรัพยากรมาใช้ให้เกิดประโยชน์สูงสุดที่จะแก้ปัญหาและเพื่อการพัฒนาในขั้นตอนการวิเคราะห์ขั้นสุดท้าย สำหรับผลประโยชน์ของมหาชนการจัดการงานสาธารณะมิได้เพื่อการใส่ใจต่อมหาชน บริสุทธจริยธรรมและไม่ยุ่งยากซับซ้อน

**คำสำคัญ :** การจัดการงานสาธารณะ และสมัยใหม่

## Abstract

The author presented background of relation between this modern era and present public management. Beginning with the movement of public administration to public management. According to Thailand, bureaucratic polity was conducted from the late 60's to the early 70's. "Public management" and "Public administration" might be used interchangeably depending on a particular issue and a particular situation. Public management was responded to decentralization into local government area, contrastly with centralization. 3 dimensions were induced comprising Globalization, Economic growth in Asia and Formal AEC formulation.

The essence of public management is concerned with five points of 1) who formulates public policies, 2) policies formulated for what objectives 3) policies formulated for whom 4) when is the right timing 5) potential of success and problems and failure through SWOT analysis. Public management in the modern era will thus have to take into account all the variables discussed above. Short of a good insight and foresight, management of public affairs will certainly leave much to be desired. Leaders must be keen in a priori and a posteriori thinking so that analysis of problems to find the causes and hence resolution based upon a priori thinking can be keenly planned and implemented. Leaders with no foresight, insight and imagination would only do hard to society. Worse, if policies formulated have some ulterior motives of making private gains in which case it would be a distortion of policy and a violation of good governance. This will be detrimental to the nation and worse still to the people who are the clients and the tax payers in whose name political power wielders rule or govern or manages, whatever the terms used may not be significance. The essence is to utilize resources with the

maximum result to resolve problems and for development which in the final analysis for public benefit. Public management is for the interest of the public, pure and simple.

**Keywords :** Public Management, and Modern Era

## Introduction

Public management is a popular term these days. It is used in lieu of the classic term “public administration.” In the classical meaning, public administration can mean whatever the political system with the locus of power in a government to manage public affairs by utilize resources to fulfill public policy formulated to resolve problem as and for long-term development. It thus encompasses the governmental system and its arm known as state agency or public bureaucracy. But in many countries, public administration focuses on state bureaucracy covering such topics as organizational theory, personnel management, public policy, and the like. This is to focus upon the state bureaucracy to make sure it can implement policies formulated by the government which has come from election.

Admittedly public administration was brought in by the American institutes most notably University of Indiana, Michigan State, etc., during the Cold War era to make sure that development of the developing countries such as Thailand would make use of the loans taken from the World Bank with optimum result. Thus, the political system or the top echelon of political power was taken for granted that it was functioning in accordance with a democratically elected government. The remaining concern is how to implement the policies that have been formulated. This is germane to Max Weber’s ideal-type bureaucrats who were just policy

executors or implementers who took no part in the policy formulation process. In other words, they were supposed to be the human cogs in the administrative machinery. But this is not the case. State bureaucrats in most countries, the U.S., Great Britain, India, Japan, etc., invariably would play a significant role in formulation of policies due to their expertise, legal knowledge of rules and regulations, connections, store of information, and the ability to stall work with intentional inertia. As a result, political appointees or political power wielders would have to work amicably with permanent state officers known as public bureaucrats. In the case of Thailand due to the absence of an elected government during the late '60s and early '70s, the bureaucrats played a most vital role in policy formulation and implementation in conjunction and collaboration with the military who was in control of political power to the extent that it had turned the system into what was known as a "bureaucratic polity."

But those days were outdated, thanks to the change of the era where a democratic form of government and the people's participation feature strongly. The hitherto state bureaucrats are now long longer the most powerful groups. The military may attempt to seize power but the attempt will be just temporary for it is a process against the times where demand of democracy echoes loud and clear. At the same time, the classic type of public administration appears to be out of mode. The assumptions which were working as a foundation for policy implementation are now irrelevant. Hence a question was asked in a paper presented at an international seminar in Bali recently, "Quo Vadis Public Administration?" One Indonesian scholar correctly said that modern management would need a multi-disciplinary approach. Public management or the to use the old term would have to be approached by all angles including political,

economic, sociological, cultural, etc. The problems are multifaceted and hence there is need for multi-disciplinary approach to the understanding and resolution of problems which will grow more complicated as time progresses.

But as the era of globalization has dawned and as the world has shifted from a western-dominated power configuration and economic domination into the ascendancy of Asia most notably China and India which together with Russia, Brazil and South Africa being formed into a new power house of BRICS and in view of the coming of AEC, a new method of public administration or as it is correctly put “public management” is to be given weighty consideration. This would involve a deep analysis of the domestic scene where change is imperative to dovetail with the new political, social and economic reality. Meanwhile, the coming of the new international environment would necessitate a repositioning of the various countries and hence the way the situation is viewed and the method of management of resources to maximize the policies formulated would have to be adjusted to meet the new requirements.

Public management of the modern era has to take a new approach to encompass the various variables in order that it can answer to the new reality. This will involve the first dimension division of labor and the cooperation between the central government and the local government. It also has to cater to the new reality of the growth and the increasing role of the private sector. Hence, public private relationship has to be worked and make certain that successful collaboration can come about. Third, there is the changing international environment including the era of globalization, the rise of Asia and the emergence of AEC against which public management of each country has to take up into the equation of policy formulation and implementation with appropriate public

management. The new public management would necessarily be executed with a new *modus operandi*.

The term public management can be likened to public administration. However, for some people, the term management would have a broader meaning. The present writer begs to propose his own definition of the term to be used as reference for the analysis of the existing situation in the modern era. This is to present a different perspective on the subject to be served as food for thought for those who are keen on the subject of public management. The word “public” normally refers to the public sector which in essence is concerned with governmental activities while the word “management” is a term broader than “administration.” To manage is not to govern only but to make sure that things will get done in an efficient and effective way with a process which might involve a number of elements outside of the officialdom. To govern or administer refers to working of the state authorities to run the affairs of state whereas to manage can be thought of as a process which requires both state authority and participation or involvement on the part of the private sector and the people in general. And this would depend on the need of a particular mission or project. Indeed, the term “public management” and “public administration” might be used interchangeably depending on a particular issue and a particular situation.

In the modern era, it can be argued that there are three dimensions in “public management.” The three dimensions are first, the management of the public sector which has undergone some changes with the change of era; second, the public management which involves a process of collaboration between the state and the private sector due to the growing role of the market mechanism of a capitalist economy; and, third, public management in a new international milieu of the globalization era.

The first dimension is Public Management of the public sector of a country. It is normal for a sovereign state to manage resources of the country both human and natural resources to be used in the formulated public policy. This is to be executed with two major objectives: to resolve problems plaguing the country and to lay down the ground work for development of the society. In this regard, the central government would have to come to power through a legitimate channel. This part is the acquisition of power through the accepted rule of the game such as coming from an election. The other part is performance which is evaluated in the capacity of the government in power to come up with good achievements, known as performance. With poor public management, good results would not come forth and that would appear as “bad or poor performance.” which naturally would erode the political legitimacy of the government, coming to power through the right channel notwithstanding. And this would testify to the significance of public management. The criteria for performance have been devised such as what is known as KPI or Key performance Index. But the most quoted principle is what is known as Good Governance including in essence, legitimacy, transparency, accountability, participation, efficiency and effectiveness. It is to be pointed out here is that there is a close linkage between public management and political legitimacy.

But public management is not confined to the national government or the central government. In this modern era where the people demand for local self-government, decentralization of power is imperative. This issue leads to the need to have a delicate balance in public management between the Central Government whose public management authority and jurisdiction cover the whole country and the local government units whose public management authority and jurisdiction are through



delegation and devolution of power. In an open political system, both levels of government come from democratic means through elections. This has raised a significant and often difficult question most notably in developing countries: how to strike a good balance and a smooth functioning of the two parts. In some societies there are the misgivings that allowing too much freedom for the local government units can be dangerous to the detriment of political stability and nationhood. Hence decentralization of power for public management of the provincial governments or local governments is at best halfway with a high degree of control exerted by the central government in terms of power, finance and personnel. This is especially true for countries which have a weak political system which need a tight grip on power by strong central authority. The absence of confidence is the source of a strong centralization of power with dire democratic development consequences imaginable.

But in this modern era, it is not appropriate and indeed impossible to maintain a strong centralized public management or administration by the central government. Decentralization of power is both unavoidable due to necessity and desirable. The growth of communication and transportation system rendered possible by the information technology and modern transportation system where people travel far and wide and ideas flow across borders through the sophisticated gadgets make it impossible continue to put the local units in the outlying areas to be completely under control by the central power. Apart from that decentralization is natural and unavoidable by virtue of the fact that in a country with a vast area, control and supervision of the central authority cannot be done effectively. There is thus a high degree of necessity to delegate or decentralize power of management of the public to the local community. Autonomy of the local units would also arguably bring forth

positive aspects of public management. The positive aspects include, inter alia, local leaders naturally would have a better understanding of the need of the local people; the elected local community leaders are believed to be more enthusiastic to devote for the development of the community; the learning of skill how to manage the community affairs; the learning of the process of government, and the learning of self-reliance and democratic political culture. The list can be far extended.

The second dimension is public management by the state which has an impact on the private sector most notably business enterprises. The private sector by theory should be left to its own domain. The dictum, the best government is the one that governs the least arguably is still valid to a certain degree. But the fact is that activities of the private sector can have an impact upon the people and the country. Hence there is a need, albeit with a limited scope, to manage the private sector through regulation and supervision. Admittedly, private investment can have great contribution to society in terms of providing the necessary goods for consumers, employment and taxes to replenish the government coffer, etc. But left completely free, there could be negative elements which are detrimental to society such as the practice of monopoly or monopony or oligopoly or oligopoly. Running of factories causing pollution and environmental problems could result in environmental problems harmful to public health. These negative aspects would have to be checked by government regulations and laws. Unfair tax system might enlarge the gap between the rich and the poor leading to serious social problems which must be rectified or ameliorated by public management in the form of legislature and public policy.

Another aspect of public management in relation to the private sector is the collaboration between the public and the private sector.

This would be likened to a process of what is known as a synergy in business. Big projects which are known as public utilities of the various kinds, electricity, telephone, public transportation, communication, educational institutes, hospital, etc., usually receive state subsidy. Today, there is a tendency to privatize state-owned enterprises or allowing the private sector to own shares and take part in the management of business. Apart from that philanthropic activities launched by the private sector will certainly be a positive contribution of the private sector and in this regard the state can render support through tax exemption or reduction policy. In modern day public administration theory or formula, participation by the people or by the private sector has become an integral part of modern public management. The point of argument is there is now a close linkage between the state and the society or the public sector and the private sector in management of affairs of society. Indeed, the concept of the market mechanism and taking the people as the clients are now part of the viewing perspective of public management of government agencies.

The third dimension is the new environment in which people charged with public management both the state and the private sector have to take cognizance of. The new external environment or political parameter would necessitate national governments and the private sectors to adjust their thinking and modus operandi of public management or management accordingly. That is the change in the international environment due to the change of the era and the new geo-politics, geo-economics and the new configuration of power. The new international milieu stem from three important phenomena which have taken place. The three phenomena will definitely have a far-reaching impact upon public management of the various countries.

First, the globalization era as resulted from the growth and development of information technology is a phenomenon which is to be reckoned with due to its strong impact on national public management. In the information technology era the world society has become “a global village” and the world “is flat.” These observations were made by Alvin Toffler in his book “The Third Wave” of human civilization, and that of Thomas L. Friedman, “The World Is Flat.” The important points about the two phenomena are that the growth of the social media and social network has led to an awakening of political consciousness among the developing nations. Thanks to the social media and social network political organizations and political moments have been intensified. This led to the Jasmine Revolution in Tunisia and kicked off the Arab Spring as well as Occupy Wall Street. This new phenomenon reflects “winds of change” which are non-stoppable. The most-quoted statement “one can never pull back the forward move of the wheel of history” cannot be glossed over. It reflects reality which one can neglect it only at one’s own peril.

Second, the ascendancy of Asia as an economic growth center is around the corner and in fact it is already here. China is a rising power and so is India. The two giant nations have a large population. China, 1.350 billion, and India, 1.150 billion, constitute a large portion of the world population. Of more importance, China and India are to join with Russia, 130 million people, Brazil 190 million people and South Africa, 50 million people to become a new economic power house known as BRICS. This is a formidable factor in international politics to be taken seriously. Of late a BRICS Bank a la the World Bank has been established. This may pose as a rival to the World Bank and IMF.

Third, the formation of ASEAN Economic Community or AEC is to materialize in a matter of a little more than a year. The ten nations in

AEC have a population of more than 600 million, Indonesia 240 million, the Philippines 100 million, Vietnam 95 million, Thailand 67 million, Myanmar 62 million, Malaysia 28 million, Kampuchea 14 million, Lao 6 million, Singapore 3 million, and Brunei 300,000 people. The market of AEC is a big one and it is the focus of interest of many countries most notably big powers.

BRICS and AEC combined will constitute a huge population around two-thirds of the world population. This would have significant political and economic implications for the region as well as the world. The new status of AEC, the significant factors in regional and international relations, the change in the international environment discussed above would compel the AEC members to be prepared for its new role and to get ready for the new challenge. The factors discussed above are what the nations of AEC have to take into consideration for “changing,” “reforming,” or “reengineering” of public management system in order to make it germane to the new reality including new international environment, new power configuration, new geo-politics, new geo-economics, etc. The three dimensions, the central government and the local government, the public and the private sector, the national government amidst the new international environment characterized by three phenomena, globalization, the rise of Asia and AEC are to be taken as an integral part of the restructuring of the public management system.

The new political parameter for public management is most challenging. It will require great skill in organization capacity, keen leadership and most important the political and administrative system which would lead to efficient and effective public management. It is an era of change, adjustment and development. There is great need for flexibility and adaptability which would remind one of the words of Charles

Darwin who talked about the need to adjust to change of the environment for survival. He said, in effect, that “It is not the strongest species that survive nor the most intelligent but the one most responsive to change.” Adaptation to change is arguably a sine qua non for survival.

As for the countries of Asia most notably ASEAN or AEC, they have to brace for the challenge and have to be ready for adjustment to the new milieu and situation. Adhering adamantly to the old method and process based upon outdated belief, values and norms would only spell doom for the society and the system. As the new era dawns, the challenge will be great. But the process is just the beginning. It is by no means at the end of the road. Indeed, it is foolhardy to take it as the end once the birth of AEC has begun. One would be reminded of what Winston Churchill said in 1942, in effect, that. “Now it is not the end. It is not even the beginning of the end. It is perhaps the end of the beginning.”

It is now the beginning of a new era and new public management.

## Conclusion

The essence of public management is concerned with five points of 1) who formulates public policies, 2) policies formulated for what objectives 3) policies formulated for whom 4) when is the right timing 5) potential of success and problems and failure through SWOT analysis. The first item will depend on the political system. As politics changes, it will change its approach. The second item will also depend on the political system. In an absolute monarchy, policy formulated will be done by a certain group of people or even by one person while under a bureaucratic polity it will be done the public bureaucrats. The third item is which group or groups of people would benefit from a certain policy.

Again this will depend on what type of political system which does the formulation of public policies. The right timing is important of public policy formulation and implementation. It has to be at the right time. If it is too early, it may miss the point but if it is too late it will defeat the purpose. As in the case, justice delayed is justice denied. Of equal, if not more, importance is that formulation of policy and implementation of policy have to be executed with efficiency and effectiveness. It is one thing to come up with a policy but it is quite another how it is implemented. If it is implemented belatedly or inefficiently, it will not amount to good public management.

Public management in the modern era will thus have to take into account all the variables discussed above. Short of a good insight and foresight, management of public affairs will certainly leave much to be desired. Leaders must be keen in a priori and a posteriori thinking so that analysis of problems to find the causes and hence resolution based upon a priori thinking can be keenly planned and implemented. Leaders with no foresight, insight and imagination would only do hard to society. Worse, if policies formulated have some ulterior motives of making private gains in which case it would be a distortion of policy and a violation of good governance. This will be detrimental to the nation and worse still to the people who are the clients and the tax payers in whose name political power wielders rule or govern or manages, whatever the terms used may not be significance. The essence is to utilize resources with the maximum result to resolve problems and for development which in the final analysis for public benefit. Public management is for the interest of the public, pure and simple.

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