The legacy of the New Public Management in developing countries

Nick Manning

Introduction

'New Public Management' is now a somewhat dated label. It was always a complex and far from consistent set of ideas, and from the first spotting of the trend it was often derided as a useful model for developing countries to follow. The conflicting mix of suspicion and enthusiasm that surrounded the NPM debate in the 1980s and early 1990s (see, for example, Spann, 1981; Osborne and Gaebler 1992) gave way to a more thoughtful skepticism in the late 1990s about its generalized applicability (Schick, 1998; Allen, 1999; Sutch, 1999). Probably, doubt has now won out. It is certainly commonplace for weary consultants and development agency staff to maintain that there is little in the NPM technical/managerial amalgam that is appropriate for the politicized public sectors in many developing countries. After over 20 years of living with NPM, we should be able to address three substantial questions.

The first key question is: Has NPM become the way of thinking about public management in developing, and developed, countries? NPM made some big claims, both about its effectiveness in improving government performance and about its inevitable dominance as a school of managerial thought. Did NPM win in its battle with the old public management approaches?

Second, whether or not it removed other possibilities, to the extent that it was implemented did NPM work? Did it deliver on its promises to improve operational efficiency and the responsiveness of bureaucratic agents to their political principals?

Finally, did it win enough, and did it work enough, to matter? Overall, what is the legacy of NPM — in a fashion-prone industry does it stand out from the other relatively minor twists and turns of public management?

This article argues that the victory of NPM was very partial. It changed the debate but did not silence other public management voices and certainly did not take us to the end of managerial history. In looking at whether it worked, we are

Nick Manning is a Senior Public Sector Management Specialist with the World Bank. CDU: 65.012.3

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Table of Contents The Forgotten Factor Public Servants And New Public Management In A Developing Country

- 1. Understanding the eBook The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - The Rise of Digital Reading The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Advantages of eBooks Over Traditional Books
- 2. Identifying The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Exploring Different Genres
 - Considering Fiction vs. Non-Fiction
 - Determining Your Reading Goals
- 3. Choosing the Right eBook Platform
 - Popular eBook Platforms
 - Features to Look for in an The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - User-Friendly Interface
- 4. Exploring eBook Recommendations from The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Personalized Recommendations
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country User Reviews and Ratings
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country and Bestseller Lists

- 5. Accessing The Forgotten Factor Public Servants And New Public Management In A Developing Country Free and Paid eBooks
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country Public Domain eBooks
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country eBook Subscription Services
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country Budget-Friendly Options
- 6. Navigating The Forgotten Factor Public Servants And New Public Management In A Developing Country eBook Formats
 - ePub, PDF, MOBI, and More
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country Compatibility with Devices
 - The Forgotten Factor Public Servants And New Public Management In A Developing Country Enhanced eBook Features
- 7. Enhancing Your Reading Experience
 - Adjustable Fonts and Text Sizes of The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Highlighting and Note-Taking The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Interactive Elements The Forgotten Factor Public Servants And New Public Management In A Developing Country
- 8. Staying Engaged with The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Joining Online Reading Communities
 - Participating in Virtual Book Clubs
 - Following Authors and Publishers The Forgotten Factor Public Servants And New Public Management In A Developing Country
- 9. Balancing eBooks and Physical Books The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Benefits of a Digital Library

- Creating a Diverse Reading Collection The Forgotten Factor Public Servants And New Public Management In A Developing Country
- 10. Overcoming Reading Challenges
 - Dealing with Digital Eye Strain
 - Minimizing Distractions
 - Managing Screen Time
- 11. Cultivating a Reading Routine The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Setting Reading Goals The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Carving Out Dedicated Reading Time
- 12. Sourcing Reliable Information of The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Fact-Checking eBook Content of The Forgotten Factor Public Servants And New Public Management In A Developing Country
 - Distinguishing Credible Sources
- 13. Promoting Lifelong Learning
 - Utilizing eBooks for Skill Development
 - $\circ \ Exploring \ Educational \ eBooks$
- 14. Embracing eBook Trends
 - $\circ \ \ Integration \ of \ Multimedia \ Elements$
 - Interactive and Gamified eBooks

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