

## The Impact of New Public Management (NPM) and Citizens Public Participation on Public Policy in Iran

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### Abstract:

Stable democracy needs active participation and cooperation of citizens in different fields, including new public management specifications of customer-driving, flexibility, seeking participation and putting the works under people care, increasing the management responsibility and realization of aims.

The purpose of this research is to investigate the impact of New Public Management relationship and Citizens Public Participation on the public policy. The research method is mensuration descriptive. The data collection instruments are exploring, Delphi and mensuration studies. Statistical population of this research is some people who referred to Islamic Consultative Assembly as client; the statistical sample of this research also is using of (available) simple non-casual sampling method, proportional to the number of indefinite population was estimated 266 people. Therefore, 300 questionnaires distributed which finally at the data process stage 270 questionnaires were collected and analyzed. The research findings show that new public management has positive and significant impact on the citizens' participation. Circumferential factors have positive and significant impact on the citizens' participation.

**Keywords:** New Public Management, citizens' participation, policy – making,

### Introduction

In the recent years, there is increasing interest to study New Public Management, terms, performance indexes of public sector and the impact of modernization of managing public affairs among developing nations and societies. For example, Bouckaert et al (2003) studies show that the need for modernizing public sector often is a response to low levels of citizens' trust to government. Participation is one of important issues is all societies. Today, all societies from most democratic societies to total dictator ones, pat attention to participation. It is necessary to say that the importance of citizenship rights is to some extent that in the document perspective of Iran in 1404 it is emphasized that the society in the 20 year horizon should move toward developed society in proportion to cultural, geographical and historical circumstances and also it has been emphasized on the religious democracy, social equity, legislative freedoms, humans esteem and rights maintenance, and enjoying social and legal security in such a way that each Iranian person in 1404 should enjoy national welfare, national security and national production. This is while citizenship rights have been emphasized in the general policies of development fifth program that in Day, 2008 announced to the president by the Revolution Leadership, while supporting legislative freedoms and protecting essential rights of nation through the holly presence and participation of people in the political, social, economic and cultural arenas have been considered by emphasizing on the sound human approach and comprehensive health and promotion of social security.

**Literature review**

Since 1990s, a new pattern of governmental management under is named by titles such as: management driven, modern governmental management, market-based management, and paradigm of ultra-bureaucratic, reproduction of government or entrepreneur government.

This change and transformation is not a simple revision or a partial change in the management method. But, it is a comprehensive change in the role of society management and the relationship between citizens and government.

Hays and Kearney (1997) also presented 5 principals of this approach by studying published literatures about new governmental management as following:

- 1- Downsizing: decreasing the size of government
- 1- 2-Management driven: applying principals of business administration in the government
- 2- Decentralization: bringing the decision making more closer to the recipient of services
- 3- Debureaucray: removing away the bureaucracy, reconstruction of government with the emphasis on the results instead of processes
- 4- Privatization: leading goods production and services to the outside of governmental institutions (the production of goods and services by private companies).

It seems that among the theoretical frames of new governmental management, the frame of Hays and Kearney is more complete.

The main approach of new governmental management is to use private sector `s management methods in the public sector and to combine them with the analysis of general policy. Traditional governmental management (Tucker 1999) focuses on the governmental controls, while the main focus of new governmental management has changed from government (Cooper) to governance (Solomon).

In the following Table in relation to participation, new governmental management is compared with traditional one.

**Table 1: the comparison of new and traditional management in relation to participation**

components	Traditional governmental management	New governmental management
Word study	'Administration' in the meaning of following the rules and providing services	'management' in the meaning of result establishment and personal responsibility of the manager about it
Partnership	Traditional governmental management looked for statistic structures and little changes	New governmental management looked for dynamic and changeable structures, changeable forms of organizations, adjustable structures, DE concentration, sensitivity training, organizational improvement and partnership of the all people and... -Participating most of the people in designing the policies and providing services and monitoring over the government's performance - public participation in the decision making , political open room, possibility of public participation in the power

In connection with theoretical and experimental grounds of participation, researches have been done in two different orientations and at the same time parallel and related to each other.

- 1- Some of the clear-sighted people in different domains of social and behavioral sciences such as Robert Doll(1985), Lipest (1960) , Sylze ( 1986), Baldring (1980), Laze Arsfeld (1989), Robert Lin (1962), Merry Leonie (1972), Samuel Huntington (1979) and Louise Cozier (1967 ) have struggled to represent a description of participation in different societies and times and explaining differences based on social, psychological , economic and political elements ( Mohsen Tabrizi 1998, p14 ).
- 2- Another group of clear sighted have focused on studying and reviewing social participation as a fundamental of civil life and manner of its relationship with social and economic development, among them we can mention Marion Vainer (2000), Goner Myrdal (1988) and Daniel Lerner (1958).

Meanwhile, a group of clear sighted people particularly have focused on understanding social participation and its applications, specially the role of participation, participation and leadership in the small groups , methods of group leading in the enhancement of group's members participation, participation in work groups, participation in the local institutions and counsels, psychological-social interaction and participation of group decision - making, group's dynamic as an influential element on the participation. Among these clear sighted people we can mention Brettos Haverford, Robert Chambers, and HI - on Cautery (Tabrizi 1998, p45).

Millbrath and Goal (1979) have performed a research in Britain and concluded that men's participation degree is more than women and also people who are married and more educated had more participation. Of course next researches of some people such as Pipanorise (1991) also showed that these gaps have increased gradually approaching to 20th century (Rush, 1998 ).

Getilman and Diffransisco (1984) have pointed to the relationship between participation and trusting other citizens and also the system in their studies in Russia. When an individual feels that system's functions doesn't ensure his /her benefits, he / she approaches the executors not the policymakers. Therefore, compromising mechanisms are valued and political- social contradiction will be based on collective relations, and strengthens the traditional society.

Silver and Bahri (1993) have studied Goarbatchove period and concluded that their social participation and activities depend on the individual's motivations. Critic persons, who are satisfied from their living, are more likely to be uninterested in political affairs or be adhering to liberty and non-monitoring of government on the civil and economical liberties.

Bobcat's study (1995) shows that public participation process will be successful if the elegant bilateral participation (listening along with talking) takes place properly.

Other study by Dykstar in Germany (1995) social partnership and age was studied and concluded that in organizations activity decreases by the increase of age, and differences in social and economic resources play role in the reduction of participation. On the contrary, only participation in the religious activities increases by the increase of age.

In a study Putnam (2000) and Macedo (2005) show anxious that political and citizenship participation in America are decreasing and democracy's bases are unstable. Results of this study showed that young generation in America have little knowledge and tendency to political and public activities.

In a research has been done by White and Brown (2007), they concluded that involvement of officials and executors in public discussion encounters decision making process with complexity and in this study they stressed over the involvement of gainers and citizens as participants in the project of the idealizing values, because executors agreed upon the goals.

A study done by Fu Feng (2009) in China has counted the main obstacles of citizens' participation in the public politics:

- 1- Citizens limitations: most of public policy makers have strong professional information and ordinary people often cannot understand the existing information according to the quality and standards of government policies.
- 2- Representatives who engage in the public policy making are unqualified for representative and comprehensiveness.
- 3- Gainers have not freedom of expression.
- 4- The effects of urban participation are weak, because there are no suitable systems and monitoring programs.
- 5- It is hard to support of citizens' rights; in fact existing system cannot meet citizens' needs for participation.

Daniel Lerner who studied 6 Middle East countries has made a model that has resulted in participation, from urbanization which has caused the increase of education level and media participation, and eventually resulted in the increase of social-economical participation, (Seyf Zadeh 1995, p117).

Illinois and London in their study in America concluded that personal self-esteem and racial awareness have significant and positive relationship with social and political partnership, also age, education and income have significant relationship with participation (Kossallai 2006).

Huntington and Nelson believed that development results from social and organizational mobility. In discussion about social mobility, ranking variables of the extent of education and literacy have the most effects on the political participation and organizational channel in mean of membership and participation increases social and political activities (Rezai 1996). Lipst who studied age, literacy, urbanization, sex, marital status, high social ranking, and membership in nongovernmental organizations variables, knows them as the important elements in producing and enhancing social participation (Rasulzadeh 2001 p26). A study was done by Dolmans et.al (2008) about social participation and deaf persons, social integration and fulfillment of routine activities of these people was identified well and it is determined that they have positive relation with social participation. In Taiwan, this issue studied by Coo and et.al (2008) and they concluded that desired interaction in family has influence on the social trust and makes it more.

### **Methodology**

This investigation from doing research point of view is a "descriptive research" of "mensuration" type. With regard to that this research suggests designing citizens' participation model in public monitoring based on New Public Management (NPM) and model, so based on the objective is functional. The main instrument in this investigation is a 55 item questionnaire that has been designed based upon various thinkers measures. The validity of this questionnaire using Alfa test is 0,912 and its validity also was studied and confirmed by using of content validity.

The investigation statistical populations were people who referred to Islamic Consultative Assembly from different points of country that their opinions have been used for research model mensuration. In this research (available) simple non-casual sampling model is used and its sample model volume was estimated 266 people in proportion to indefinite population individuals. Therefore, 300 questionnaires was distributed that finally in the data processing level 270 questionnaires were collected and analyzed.

Also, in order to promote the validity of investigation 30 people of Assembly representatives have been surveyed about the investigation's questions.

In the current investigation to analyze information, Smirnov and Kolmogorov test for normality of variables distribution was used and in order to analyze data obtained from questionnaire path analysis method was used that software used in this stage are Lisrel 8.5 and Spss 16. To determine the priority of New Public Management dimensions and citizens' participation and circumferential factors through AHP hierarchy Expert Choice has been used.

### Results

Since normal distribution was recognized (Smirnov and Kolmogorov test results) the variables correlation has been tested using LISREL software.

**Table 2-Normal distribution**

	Kolmogorov -Smirnov	Sig. (2-tailed)
New Public Management	1.086	0.189
citizens' participation	0.799	0.563
Circumferential factors	0.756	0.618

### *Test distribution is Normal*

The results of this test shows that significant level of many of investigation variables is more than 0.05 and should mention that SPSS software according to the limit theorem has recognized the results of questionnaire to be normal, therefore, zero hypothesis means that the normality of variables is confirmed.

Path analysis in this research has been performed by LISEEL 8.5 software. The results obtained from LISREL outputs show that K square in proportion to freedom degree is less than three and other fit indexes confirm the model fitting. Significant test of model T-value shows that New Public Management Dimensions have direct and positive impact on public monitoring and circumferential factors, because its significant amount is more than 2; so the theorems are confirmed.

The following table shows significant coefficient and the results of developed questions in summary.

**Table 3: The Questions Results**

The questions	Path coefficient	Significant	result
New Public Management of government has positive and significant impact on citizens' participation.	0.28	2.86	Confirmed
New Public Management of government has positive and significant impact on circumferential factors	0.51	5.40	Confirmed
Circumferential factors have positive and significant impact on citizens' participation.	0,67	5.36	Confirmed

In the first question had been claimed that New Public Management of government has positive and significant impact on citizens participation, the analysis between these two show that this question is confirmed (because T-value = 2.86).

In the second question had been claimed that New Public Management of government has positive and significant impact on circumferential factors, statistical analysis show that this theorem is correct too because (T-value =5.40)

In the third question had been claimed that circumferential factors have positive and significant impact on citizens' participation that statistical analysis shows that this theorem has been rejected because (T-value = 5.36). As it is seen in the table (4), the standard of decentralization proportional weight of 0.227 has the most importance. Therefore, it has the most impact on the citizens' participation among influential New Public Management dimensions and de-bureaucracy with proportional weight of 0.209 is in the next priority. Then, emphasizing on the discipline and avoiding wasting in using resources with proportional weight of 0.058 rests at the last priority. The inconsistency rate of pair comparisons has been obtained that since it is less than 0.10 the consistency of these comparisons is acceptable.

**Table 4: the priority of new public management dimensions**

Row	The main criteria	Weight	Priority
1	downsizing	0.083	6
2	management driven	0.132	4
3	decentralization	0.227	1
4	de - bureaucracy	0.209	2
5	privatization	0.159	3
6	Emphasizing management styles of private sector.	0.131	5
7	avoiding wasting in using resources with proportional	0.058	7

As it is seen also in the table (5), the component of demography characteristics with proportional weight of 0,519 has the most importance and the component of structural characteristics with proportional weight of 0,288 and the component of social characteristics with proportional weight of 0,192 are in the second and last priority respectfully. The inconsistency rate of pair comparisons is 0.00 that since it is less than 10% the consistency of these comparisons are acceptable.

**Table 5- the priority of citizens' participation components in the public monitoring**

Row	The main criteria	Weight	Priority
1	demography characteristics	0.519	1
2	social characteristics	0.192	3
3	structural characteristics	0.288	2

As it is seen also in the table (6), with regard to the results, economic factors with proportional weight of 0.289 have the most importance. Therefore, it has the most impact among the influential factors on the citizens' participation in the public monitoring and cultural factors with proportional weight of 0.225 rests in the next priority. Technology factors with proportional weight of 0.115 are in the last priority. Inconsistency rate of pair comparisons has been obtained 0.3 that since it is less than 0.10, the consistency of these comparisons is acceptable.

**Table 6: the priority of influential circumferential factors on the citizens' participation in the public monitoring**

Row	The main criteria	Weight	Priority
1	Economic factors	0.289	1
2	political factors	0.18	4
3	cultural factors	0.225	2
4	social factors	0.191	3
5	Technology factors	0.115	5

### Conclusion

With regard to analysis test, the New Public management path has positive and significant impact on the citizens' participation; the New Public management path has positive and significant impact on the circumferential factors; circumferential factors have positive and significant impact on the citizens' participation.

Decentralization standard with proportional weight of 0.227 has the most importance. Therefore, it has the most impact among New Public Management dimensions influencing citizens' participation in the public monitoring and de - bureaucracy with proportional weight of 0.209 is in the next priority. Then emphasizing discipline and avoid wasting in using resources with proportional weight of 0.58 is in the last priority.

The component of demography characteristics with proportional weight of 0,519 has the most importance and the component of structural characteristics with proportional weight of 0,288 and the component of social characteristics with proportional weight of 0,192 are in the last priority. Based upon Khorasani et al (2011) with Studying Social Participation Degree of People in Marvdasht Town and Effective Factors on It topic, by using statistical methods of variance analysis, correlation coefficient test and regression concluded that age, gender, education, job, income, civic dependence feel, having political power, political alienation, satisfaction of civic authorities performance, citizenship rights justification variables and using mass media with social participation dependent variable had have significant relationship and finally, among dependent variables, income variable has had the most effective participation in changes and having political power, political alienation , civic dependence feel and using mass media respectfully have been influential in the participation.

Economic factors with proportional weight of 0.289 have the most importance. Therefore, it has the most impact among the influential factors on the citizens' participation in the public monitoring and cultural factors with 0.225 proportional weight rests in the next priority. Technology factors with proportional weight of 0.115 are in the last priority. Taghvaei et al (2009) studies show that there is a relation between citizens' economic and social condition and their participation degree in the civic management, namely whatever people have stronger social and economic station, and their participation degree in the civic management is higher and vice versa.

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