The Third Wave of Public Administration: The New Public Governance

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Abstract

Along with the development of the contemporary society, the western public sector began to set off a upsurge of "new public administration", which changed the paradigm of the field of public administration from "the new public management" to "the new public governance". "The new public governance" as a new paradigm of public administration, provided not only a new research framework for theory research, but also a new mode of practice for the modern government of public affairs management. This article reviewed the content and characteristics contribution and problems, as well as the reference and revelation of "the new public governance" paradigm, and it had important reference value and significance especially for deepening China's current reform of administrative system and building the theory system of public management and public administration.

Key words: New public governance; New public management; Public administration.

INTRODUCTION

In the eighties of the 20th century, the movement of public change initiated by western government departments made the New Public Management paradigm, which made great contribution to the government management and the public administration science at that time. However, with the rise of civil society and the deepening of social diversity process, "the New Public Management" paradigm was questioned by the public administration field and the practices of government public sectors, leading to the formation of "the New Public Governance" paradigm. The paradigm, whose theoretical source was sociology of organization and social network, had important significance to reform of our country current administrative system and construction and perfection of public administration theory system.

1. THE BASIC CONNOTATION AND CHARACTERISTICS OF THE NEW PUBLIC GOVERNANCE

After the emergence of "the New Public Management", "the New Public Governance" was a theoretical paradigm that more adapted to the contemporary government public administration. The latter one was not a small change in reform of the transaction or the method of management, but a profound change in the government role and the relationship between government and civil society (Chen, 2000). This profound change was a criticism of the traditional public administration theory which emphasized on impersonalization and institutionalization and rigorous logic specification. The traditional theory of public administration was a political creation of mechanized mass production period and greatly improved the efficiency of the work at that time. "The New Public Management" was theoretically based on traditional economic and enterprise management. It was different from the linear structure hierarchical bureaucracy, emphasizing the dual structure of the government and the market. However, this dual structure focused too much

on the market power in the allocation of social resources and solving the problem of public, but it ignored the effect of other organizations in the public administration. "The New Public Governance", as the new paradigm of public administration science, emphasized pluralism, attached great importance to the links between internal and external organizations, and paid attention to organizational governance. "The New Public Governance" paradigm had different names, such as "the New Public Governance" (Osborne, 2006), "New Governance" (Rhodes, 1996), and "Public Governance" (Skelcher, 2005) etc.. Although these names were different, but basically they all showed a trend that a change from the new public management theory and practice to the new public governance theory and practice, and this trend was seemed as the emergence of a new paradigm of the New Public Governance.

1.1 The Traditional Public Administration, the New Public Management, the New Public Service, and the New Public Governance

Originated in the late 19th century, the Traditional Public Administration reached its peak at "Welfare British" after 1945. At that time developed countries considered it was a public administration management theory system which can satisfy all the needs of society, but it has come into end in about 100 years with the change of time. After the criticism from academia (Ostrom & Ostrom, 1971; Dunleavy, 1985), criticism came from the political elites that traditional Public Administration was not suitable for the development of the public sector (Mischra, 1984).

- The key elements of the traditional public administration can be defined as the following points:
- Comply with the standardized procedures
- Separation of thinking and action
- The separation of policy formulation and implementation
- Political and administrative dichotomy
- The government takes charge in public product

As a historian of administrative, Dwight Waldo thought that Weber's bureaucracy agencies would be replaced by a more democratic and flexible organization in the future world. Rhodes (1997) thought that traditional Public Administration has become a "bystander" to the New Public Management, paving the way for the rise of the New Public Management.

When traditional Public Administration theory failed to provide effective theoretical guidance for the contemporary government management, the western developed countries carried out a government management mode movement, known as "the New Public Management". It started with the "small government" and "financial management innovation", carried out by the Thatcher government in 1980s, and followed "the Citizens' Charter Movement" of the Major government and "the Third Way" of the Blair government etc.. These

British government reforms were trying to further the role of market. Thatcher thought the superiority of private sector management techniques can improve the efficiency and effectiveness of products and services provided by public organizations.

One of the most representative theories of the new public management theory system was "the Entrepreneurial Government" proposed by Osborne and Gaebler (1993) in "Reform of the Government".

They thought that the key elements of new public management can be summarized as the following points:
- The task of the government is steering instead of rowing
- Put competition mechanism into service
- The government should pay more attention to job performance
- The object of government service is "customer"
- Government should meet the needs of customers, not the need of bureaucracy
- Government decentralization: from hierarchical to participation and collaboration
- The government should treat market as guidance

As "the New Public Management" theory excessively pursued efficiency and entrepreneurship, scholars in field of public administration began to question and criticized "the New Public Management", including that the new public management had different role depended on the audiences, included ideology, management, and research role (Dawson & Dargie, 1999); the use of the new public management theory was limited to countries such as Britain, the United States, Australia, and northern Europe, while the old public administration was still dominant in other countries (Kickert, 1997); and in fact, due to the lack of real theoretical basis and rigorous, the concept of new public management was seen as a branch of the old public administration theory (Frederickson & Smith, 2003).

Some critics argued that the New Public Management mistaken the object of government as "customer" instead of "citizen". Critics are represented by Robert Denhardt proposed the theory of "New Public Service". Its critique to the New Public Management included the following points: a) To serve citizens rather than customers, b) Public interest was a goal rather than a by-product, c) Attached great importance to the citizenship more than entrepreneurial spirit, d) Strategic thinking and democratic action, e) Responsibility was not simple, f) Service, not steer, g) Attached great importance to the people, not just focused on productivity (Denhardt & Denhardt, 2002).

Since the establishment of "the New Public Service Theory" was based on the criticism of the theory of new public management, its theory source was thin and lack of originality, which made it was hard to survive and developed under the complex Chinese public management background. Domestic scholars criticized it on its basis of the research and application, including the theoretical paradigm, research objects, theoretical content and form,

etc.. Zhou Yicheng (2006) didn't think that the New Public Service was novel and Yuan Nianxing (2013) thought that under the social risk, the new public service theory paradigm revealed the morals crisis behind plight of democracy.

In the 1960s, Warren G. Bennis predicted that there would be an adaptive and rapid temporary organization system. These organizations were task teams, composed of relative strangers who had different background and skills and were arranged according to the problem to be solved. This prophecy has been gradually evolved into the "New Public Governance" paradigm. So, what were content and characteristics of "the New Public Administration" paradigm? The western public management scholars and practitioners had different summary and description: According to the Rhodes in the "The New Governance: Governing without Government", "governance" has gradually replaced the "government" and it involved in six different usages: Smallest country, common governance, new public management, good governance, social ecological system, self-organizing networks. At the same time, Rhodes (1996) emphasized that "governance" was a process that market and third sectors participated in public products and services with government. In the book "the New Public Governance ", Stephen P. Osborne (2009) summed up the "New Public Governance" was based on organizational sociology and social network theory, had the characteristics of pluralism, paid attention to the management of organizations, emphasized the process and results of service, used trust as governance mechanism,

and had value of neo-corporatism. In *Governance as theory: five propositions*, Gerry Stoker 1999) made five brief introduction to "the New Public Governance". a) The government was not the only power centre. Various public and private institutions as long as their authority of power were recognized by the public, they can be power centers on different levels. b) Paid attention to public responsibility transfer trend that from the government to the non-governmental organizations and individuals. c) Public administration main bodies depended on each other. d) This power dependency must form a self-organization network. e) The governments needed to pass new tools to coordinate and integrate social resources, instead of using the authority and command. The Global Governance Committee (1995) considered that governance was sum of methods that a variety of public or private organizations managed their common affairs. It was a continuous process that coordinates different interest subjects that conflicted with each other, and it included both the formal and informal rules and regulations. The United Nations Economic and Social Affairs Committee (2010) considered that good governance should include eight major characteristics that were participation, consensus, responsibility, transparency and response, effective and efficient, fair, no rejecting to any groups or individuals, the rule of law. "The New Public Management" was a negotiation based on all interest subjects' consent on improvement of public policy and governance principle which were executed and regularly evaluated by interest subjects.

Table 1
Comparison Among the Traditional PA, NPM, NPS and NPG

	Traditional public administration and management	New public management	New public service	New public governance
Value orientation	Regime & procedure	Efficiency	Democracy	Democracy & efficiency
Theoretical basis	Bureaucratic system, political & administrative dichotomy	Economics theory, management philosophy of private sector	Democratic citizenship, civic society, humanistic theory of organization, postmodern administrative theory	Contractualism, integrity theory, collectivism
Behavior	Policy-making & execution-separating,centralized government	Government service outsourcing & marketing	Cultivation of government service spirit, cooperation with third sector	Citizen independence, public deliberation, polycentric governance
Role of citizen	Leader	Customer	By the service of the citizens	Participate in decision
Research method	Institutionalism research method	Positivism research method	Humanism research method	Collectivism research method

1.2 Governance, Public Governance, New Public Governance

The word "governance" has existed for thousands of years. Since the 1990s, western scholars from all over the world have put forward five main points of views of governance. (a) The main body of governance was not limited to the government and other public sector, but also included social public institutions and other actors. (b) The bound of governance was uncertainty, while the

responsibility was obscure. (c) Governance was a respect for diversity of subjects, methods, contents, and tools, etc.. (d) Management meant a self-organizing network, and interaction between interests subjects in the network. (e) Governance depended on the will of cooperation and trusted to each other.

The Public Governance was a kind of administration mode that the governance body ,such as the government, social organizations and the private sector, governance

public affairs through consultation, negotiation and other democratic way. Tony Bovaird (2003) thought that "Public Goverance" was a kind of interaction among interests subjects to influence public policy effect. The connotation of the Public Governance was smaller than that of Governance. It emphasized on "public" but the "public" here did not mean publicness of the governance body but that of content of governance, emphasizing on public resources configuration, struggled for public interest and public affairs management.

The New Public Governance was relative to the New Public Management and the New Public Service, and the "new" was reflected by how transition of the governance concept adapted to modern social public affairs. The Public Governance focused on the allocation and management of public resources, and the New Public Governance did more on the collective effects of thinking and behavior of individual citizens. The New Public Governance covered many management concepts such as "polycentric governance", "electronic government", "multi-level governance", "global governance" and "regional governance" and "organizational governance". In conclusion, we defined the New Public Governance as an administration mode that pluralistic governance body, which included the government, the private sector, non-profit organizations and a series of social groups, consulted and negotiated to adapt to the changing social affairs.

1.3 The Six Characteristics of the New Public Governance

According to the generalization of scholars and other new public governance information, we summarized the theoretical connotation or paradigm features of "the New Public Governance" as the following six aspects.

Firstly, the New Public Governance emphasizes the dispersion of power. According to "the New Public Governance", in addition to the government and the market, other organizations in the society also have the right to participate in public affairs management, and at the same time have the decision right to participate in solving public problems. Over the several past decades, the government has relatively concentrated right of management to public affairs and ignored the right other public or private organizations to participate in, making problems involving public interests failed to be properly solved. The division of government is based on democracy. Administrators have to decide to what extent to share public influence with the public, who will participate in public decision-making process and what kind of particular form to choose citizens.

Secondly, the New Public Governance stresses the coordination of the government. For a long time the government has been regarded as the center of the public administration, from policy formulation to implementation. The New Public Governance tries to turn the government from paternalism to a coordinator and from "big government" to small one, and coordinates more social interests, builds dialogue platform, and integrates public resources. In other words, administrators and the public negotiate and try to reach a consensus. Only the government continuously enhances its coordinating role, then it can ensure mostly satisfy various demands from different interests subjects, gain more information and collect the power from all aspects to solve complex social problems.

Thirdly, the New Public Governance forms a complex network. Different from Single-line structure of the traditional administration and government-market dual structure of the New Public Management, the New Public Governance integrates social organizations and individuals to form a complex network contained concentration and restriction of power from all aspects. The members of this network contain government, market, society, public organizations, community and individual citizens, etc. Each main body is restricted by formal and informal rules, forming "the New Public Governance" network gathered together by interdependent resources and interactive. It is a kind of social cooperation that the interaction among the members makes the whole network remain relatively stable.

Fourthly, governance network is based on the resource exchange. According to the New Public Governance, the network form by public products and services can provide its members abundant social resource to exchange, included currency, information, and technology. Under the formal or informal rules, its members obtain resource, making profit and being independent to other members. The New Public Governance introduces a mechanism of sharing into public administrative management, in order to satisfy different needs from interest subjects and citizens.

Fifthly, governance network relies on trust and stability of the contract. Maintaining the stability between the interior and exterior is relied on power according to the traditional administrative management. The New Public Governance relies on a special contract depended on trust of status and reputation of members. In other words, the Public Governance is not relied on restriction, specific and effective rules and systems, but on a kind of informal trust, which makes public governance network more flexible and changeful.

Sixthly, value the role of social public organizations. "The New Public Management" pays attention to output and result of public sectors, regards the subjects of public service as customers not citizens, and emphasizes the market role in providing public goods and service process. However, according to "the New Public Governance", the essence of public service is to service citizens and pursuit public interests. So it is important that value the impact of public organizations. Social public organizations provide public goods and services not to make profits but solving social problems in a way of voluntary cooperation.

2. THE CONTRIBUTION AND PROBLEMS OF THE NEW PUBLIC GOVERNANCE

In 21ˢᵗ century, scholars of public administration management have paid more attention to the "New Public Governance" theory paradigm, which is transcendence to the Traditional Public Administration and the New Public Management. It is different from the Traditional Public Administration that emphasis on standardized operation and the New Public Management that pay attention to efficiency. First, "the New Public Governance" is a method to solve diversity dilemma of Public policy and public service in the new era. It reflected that Public Administration has to change to comply with the development of society. With the development of informatization, globalization and marketization, almost all countries face with problems of transforming of public administration. The governments that are under the influence of traditional public administration still follow standardized procedures, separation of policy formulation and implementation and leadership in public product supply and focus on the government management within the organization; The one under the influence of "the New Public Management" emphasis on market competition mechanism. Therefore, both the traditional Public Administration and the New Public Management did not get what kind of design and execution of public policy people need in the 21ˢᵗ century, what is right allocation and management of public resource and how to provide public goods and response.

"The New Public Governance" discards the nature of monopoly and compulsion in traditional public administration, underlines the co-effect among governments, enterprises, groups and individuals, fully taps the potentials of all administrative means besides government, and focuses on systematical cooperation mechanism for equal conversation of groups in networking society. It changes the theoretical principles, range, methods, views, contents and mechanism of administrative formulas and becomes increasingly dominating. In addition, as a theoretical guide, it has key effect on reform and practice of government. The primary contributions of *"the New Public Governance"* to administration are as follows:

Firstly, "the New Public Governance" changes the researching view of public administration. Mankind's thought, from the perspective of social science, is moving forward from centralization to dualization to pluralization. As statement above, the government under traditional administration has overlarge scale and redundant staff. Because of the inefficiency market mechanism and immature of 3ʳᵈ department, the government serves as absolute leader in arrangement of political system and allocation of public goods. This leads to the condition that when researching traditional public administrative theories scholars would apply more single view and concentrate on inner grade-structure and standard progress too much. Traditional Public Administrative theory employs the theory of Politics-Administration which firstly proposed by Wilson to separate politics from administration, to separate strategy making from strategy execution, and to separate the rights from responsibilities of politician and officials. As a result, this theory, to a great extent, only focuses on inner structures and systems and running progress by more single view, making scholars concentrate on inner grade-structure and standard progress too much rather than other's effect.

"The New Public Management", taking Theory Entrepreneur Government as core, emphasizes the head position of market the mechanism in public goods supply. In last 1980's, "the New Public Management" among western developed countries introduced the main frame and method of business objectives, organizing resource and operating production of enterprise management to government. Then the "Big Government" with large scale and redundant staff was transformed into the Small "Government" that outsourced most public affairs in order to raise efficiency. Directing while not propelling of government reformed the low-efficient condition through efficient mode of entrepreneur management. In such a case, when researching "the New Public Management", scholars prefer studying how government can gain efficiency like enterprises to offer more "goods" and how to regard the public as "customers" and research based on market-orientation. Compared to single view of traditional administration, "the New Public Management" places extra emphasis on relationship between government and market. By dualized view of "Government-Market", it researches how the government follows market the mechanism and offers public "goods" and service to meet the need of society.

Compared to traditional administration that is on the basis of traditional politics, "the New Public Management" theory is based on economics and enterprise management theory. While "the New Public Governance" theory is based on organizational sociology and social network theory, through a pluralized view, studying public administration more versatilely and deeply. "The New Public Governance" theory pays greater attention to public administrative network organized by government and other kinds of group by public or privates. From a pluralized perspective, scholars explore the features and roles of every subject in public management and decision-making. Global Governance, which applies to pluralized view wildly in "the New Public Governance" theory, breaks the monopoly of government in public administration and makes it possible that INGO, TSM, global citizen network, transnational corporations can share authorities with government in different ways. Academic research in the field of public administration becomes comprehensive and multivariate from past unified view to new plural views. With the development of citizen society, the effect of social public organization

is gradually highlighted and this characteristic will be explored more. "the New Public Governance" theory's pluralization means not only the pluralization of subjects of public affairs but also of supply of public service itself and democratic organization.

Secondly, "the New Public Governance" establishes an open public service network. Traditional public administration argues that a normal society that provides abundant public goods and service needs a huge and complex bureaucratic government. Public service system under this condition is almost totally supported by government and few other organizations are able to participate. Therefore, this kind of system is quite closed and its public obligations are completely shouldered by government. Government, at the center of this public system, connects with other public and private departments and citizens, which forms a radial type—if the center has a problem, the whole system collapses.

"The New Public Management" theory insists that in order to ease burden and raise efficiency, government should make contract with private department, outsource public goods and service and contribute capital to let private department offer goods and service to the public. In consequence, public service system behaves linear (government-market) in the background of "Entrepreneur Government". Such system contains two main actors: government and market, and they determine the result. According to Reinventing Government of David Osborne, the Thatcher Government in Feb 1988 puts forward the report of "Next Step" that "separate decision making and execution to solve the management problems. Sign contracts with private departments to make pledge". There are both successful cases like regional education privatization and failing cases in which the accountability is indefinite and interest conflicts such as fire protection.

However, "the New Public Governance" theory emphasizes pluralization to establish an open service system. In this system, besides government and market, social public organizations and privates matter much. Every actor connects and affects each other to make the system stable. Current public service system is becoming networked, diversified and self-organized more than linear type of "government-market". Actors can provide public goods and service in this network contain government, other public departments, social organizations, private departments and citizens. Complex network, as a pattern to reflect relations among social subjects, gives a new way to study interaction of social subjects and complexity of social management.

Thirdly, "the New Public Governance" provides governmental management a new practical mode. Traditional public administration theory accents on "paternalistic" government. As a huge bureaucratic machine, government's rights refer to every side of society. Apart from steering society, it also offers society goods or service. Hence under such condition

governmental management, without understanding of the "publicity" of public goods and service and consideration of publics' real need, employs government-leading mode and manages and solves public affairs and social problems in a "paternalistic" way.

Nevertheless, "the New Public Management" emphasizes "entrepreneurial" government that transfers most public goods and service to private companies to act as "helmsman". Namely, government does more in public decision to raise efficiency: goods or service—commodity, beneficiary—customer. So government with "entrepreneurial" background considers "publicity" as "commerciality" and public that can "afford" public goods take part in public decision if willingly but those cannot be rejected virtually. All in all, "publicity" that public goods own is unilateral and incomplete.

"The New Public Governance" theory stresses "coordinated" government. In this circumstance, government coordinates the public interest among all organizations, sets up platform and guarantees materials (coordinator) instead of directing the progress of public decision and goods supply. From the perspective of procedure involved, "Publicity" relates to publicity, open, equality and consensus in human's equal conversation. "The New Public Governance" theory reveals the "publicity" well, brings stakeholders related to public affairs into public decision and progress of public goods supply, increases participation of actors despite administrative departments. In public governance, the purpose of government is not leading civil society but improving autonomy by coordination. "the New Public Governance" expands the intension and extension of "publicity", providing favorable environment to behavioral logics and institutional foundations of local developmental government. At present, due to the neglect of undertaking public service and the confusion of the range of "publicity", local government in China caused the phenomenon that public financial expenditure on education, medical, hygiene etc. was not lifted.

Fourthly, "the New Public Governance" imports diversified governance theories to the field of public administration research and practice. There are: by range: global governance, national governance, regional governance, local governance, communal governance etc.; by method: multi-central governance, multilevel governance, electronic governance, meta-governance. Meta-governance, the governance of governance, is aimed at rearranging and reassembling the form, power and mechanism of governance in market, country and civic society. The crucial difference of meta-governance from "governance" theory lies in that meta-governance, meanwhile holding basic governance ideas, stresses country's (governance's) importance. As the sub-theories in "the New Public Governance" theory, they enrich the entire theory system and also provide more contents and views to academic research of the field of public administration.

Table 2
Comparison Among Different Governances

	Theory name	Subjects of governance	Details of governance	Methods of governance
By range	Global governance	All countries, IGOs, NGOs, global civil society, transnational corporations	All global affairs, transnational affairs, including politics, economics, cultural environment, military affairs etc.	Keep the world in order transnationally by international regulations
	national governance	Government and non-governmental organizations of publics and privates, cooperation between public and private organizations	Public affairs on national level including relations of politics and administration in inner system and relations of nation and society in outer system	Design the system mode of power, exert public authorities
	Regional governance	Local governments at all level, non-governmental public and private organizations and Their cooperation	Transregional infrastructure construction, factor flow, resource allocation, public Service, environment protection etc.	Enhance the integration among governmental, marketable and social organizations, encourage all kinds of governance organizations to participate, deal with regional affairs together
	local governance	Local government, non-governmental public organizations, private organizations and cooperation of public and private organizations	Local problems of environment, population, food, industrialization, pollution, resource, poverty, education, etc.	Execute lateral and longitudinal separation of power, encourage citizens to take part in management of public affairs, develop local democratic to govern network by IT
	Communal governance	Local government, communal administrative, civil autonomous, private, communal intermediary organizations	Communal service and construction	1. Government sets up communal management system, residents self-govern under governments' direction 2. Administration of government and communal autonomy interwork 3. NPOs take in citizens to serve as volunteer
By method	Multi-central governance	Government, private and non-profit public departments, civil organizations, social groups, citizens etc.	Manage public affairs, solve social problems, allocate social resources	Subjects cooperate and compete through social network and reallocate social resources in the network
	multilevel governance	Super-national actors, national actors, sub-national actors of local government and civil society etc.	Public affairs from transnational level to local level	On the premise of accepting regulations, actors enjoy power resources of different degrees, which is with the characteristics of institutionalization, vertical structure and various unicity
	Electronic governance	Network supervision set by government, Private network service providers, citizens	Behaviors of citizens in the Internet	Government provides electronic public service Through which government communicates with citizens
	Meta-governance	Nation (government)	Governance mechanism	A governance mechanism of rearrangement and re-association upon forms, powers, mechanisms of market, nations, civil society etc.

However, "the New Public Governance" is not really a mature theoretical pattern and there is no scholar that can put forward a set of complete frames of it. As the new one, "the New Public Governance" suffers from lots of questionings and criticizes when getting mature. To summarize, criticizes include these:

Firstly, "the New Public Governance", whose accountability is not clear, was thought to disperse the subjects leading to unclear responsibility. For example,

Guy Peterst (1998) believed that the traditional channels were replaced by some selection process like stakeholders. Also, he thinks that accountability is the weak point in managing culture. Shamsul Haque (2000) cast three dimension of "accountability": standards, agents and means. Moreover, market-based public governance doesn't mean accountability to citizen's rights; the accountability of competition and productivity doesn't ensure the accountability of equality; the accountability

for profit doesn't mean the accountability to wealth and justice. "The New Public Governance" theory emphasizes that decentralization of power will cause new accountability problems inevitably for example, who takes responsibility; what is legal ground for accountability system? No answer can "the New Public Governance" give to these questions. From another point of view, it will conflict each other to consider decentralization and accountability simultaneously. The only way is to strengthen the connection and belief of stakeholders in practice and to establish strong social contracts to regulate actors' social behaviors; meanwhile, improve legislation of accountability and restrain nonfeasance or misconduct by means of legal authorities.

Secondly, "the New Public Governance" is criticized to be inefficient. "the New Public Governance", rooted in organizational sociology and social network, is expected to cause pluralism, making it inefficient to solve social problems. Nye (2000) held the opinion that main social problems, such as global warming, regulation of financial market, counter-terrorism etc. are still left pending; Manuel Castells (2008) regarded the crisis of inefficiency as one of the four big crisis to face. Traditional public administrative theory stresses integrity. Although this integrity is huge and redundant, the creator of "inefficiency" problem is obviously government; "the New Public Management" theory focuses on how the simplified "small government" raises efficiency in the process of goods and service supply; decentralization is "the New Public Governance"'s concern. When sharing power with other actors, the central point is missing in administration and on account of unclear accountability, shuffling reduces efficiency of social operation.

Thirdly, existing legal defects, "the New Public Governance" was thought to deepen contradiction between citizen and government. Dalton (2005) argued that political statement based on democracy becomes a simple confidence vote that comes from management of national profit in global network decision. Considering unpredictability of decision variable and necessary problems, vote is no long a distinctive mission. As a consequence, distance and opaqueness between citizens and representatives follow. Caputo (2004) thought that according to the global survey in the last decades, distrust among political groups, politicians, democratic organizations havebeen growing. Thompson (2000) considers that the legal crisis deepens by exposure of political scandals. Though decentralization of "the New Public Governance" network enhances engagement, the distrust comes into being because of the information asymmetry among CAOs (Civil Autonomy Orgnizaions), social groups and NGOs (Non Government Organization). The next problem is how to legally represent, express, implement public will.

Beyond three criticizes above, Chinese scholars propose three local troubles towards "the New Public

Governance" due to China's condition: cultural difference, difference of social formation and imperfect of civil society.

Firstly, as a theory born in western world, "the New Public Governance" needs democracy. Other than western contractualism, officialism and authoritarianism predominate in China. For the reasons that economic formation, developing process of legality, cultural tradition etc., democratic constitutionalism have not been into citizens yet. Since the subjects of "the New Public Governance" conflict with Chinese traditional culture, cultural difference is one of localized trouble. With previous governing idea in government, especially local government, it is hard to change in such short time; in addition, owing to imperfect of democracy, civil groups cannot come into play.

Secondly, there is a sharp contrast between western contractual society and Chinese relational society. On the basis of Rousseau's The Social Contract, contractual society emphasizes all activities of natural person must go under regulations, laws, morality (code of conduct is a kind of contract) and obey game rules. In opposite, relational society, formed by ethical, clannish and emotional idea for thousands of years, sets back the practice of "the New Public Governance" practicing in China. These setbacks, Gong thinks, lies in three aspects: a) Distort the social mentality of public governance that should be; b) Dissimilate subject's function of public governance; c) Break normal mechanism of public governance. "The New Public Governance" theory focuses on establishing a code of conduct and a ruler of conduct through belief of actors and principles of resource allocation. However, under the society of relations, the ideas of ethnics, clans and humanity destroy this code and ruler, which has become the important obstruction of improving "the New Public Governance" theory in China.

Thirdly, the premise of that "the New Public Governance" can successfully guide public administration is the healthy development of civil society. Civil society is the basis of the good public governance. Without a sound and developed civil society, it is impossible to set up an effective system of public governance that actively response to the demand of citizens. There are some constrains to the development of Chinese civil society: the ideological basis of constructing civil society is insufficient, the development of relatively independent Non-governmental Organization is slow and the strength and depth of citizens' political participation are not enough . The development of Chinese civil society being early stage is embodied in three aspects: the number of civil organizations is limited, the strength of civil organizations is weak in society and the policy of civil organization is not sound. Without a strong civil society as the foundation, "the New Public Governance" in our country only can be a theory to be discussed but not a theoretical guidance to public management practice.

3. THE REFERENCE AND ENLIGHTENMENT OF THE NEW PUBLIC GOVERNANCE

From the theoretical paradigm of the New Public Governance, what reference and enlightenment can we get? We can analyze it from practice and theory.

Based on the practice, one of Chinese political system reform is that promote socialist democracy and arouse enthusiasm of people. If we want to arouse the enthusiasm of people to participate in political process, the management mode of public administration should be changed, from do-not-participate of Traditional Public Administration and participation as customer of the New Public Management to all-aspect-participation of the New Public Governance. Face with public affairs becoming more internationalized, informational, modernized and diversified, transforming the government function and adjusting the relationship between government and other organizations has become the main task of the government reform, and how government undertake coordinator and liaison of social network need to be solved. At this moment, it is important to analyze the New Public Governance theory and draw lessons from the reasonable factors in the theory. We highlighted the following points.

Firstly, the government should set up the mechanism of decentralization as soon as possible and take the nongovernmental public and private organizations and individual citizens into formulation and implementation of policy. "The new public management" theory emphasizes diversification of the governance body and polycentric complex, making the public power dispersed and promoting socialist democracy. The public power is still firmly in the hands of the government at the present stage in China, and other non-governmental organizations and individual citizens are unable to participate in decision-making and democratic consultation within the scope of public power. Dispersing the public power to the actors in the social network can prevent government failure, remedy the deficiency of government administration and prevent officials abusing public power and harming the social interests. The first step to decentralize the power is to establish a mechanism that emphasize how to fairly allocate public power and the application range of public power, build political consultative platform and effectively absorb non-governmental organizations into public administration network, making them participate in the discussion, planning, formulation, implementation, evaluation and modification of public decision-making.

Secondly, the New Public Governance changes the role of government from the leader in politics, economy and culture area to coordinator in public affairs governance. The New Public Governance theory believes that the core position in public governance network should be weakened and it should be highlighted that the effect of government that coordinates the interests of all parties and builds dialogue platform for them. In the social network in our country, the government always plays the core role. One center mode of public administration has weakened the important function of other actors in social network and marginalized them. The result of that is that democracy cannot be realized and public interests cannot be maximized. The multi-core highlighted by "The New Public Governance" enable the government to weaken its role as core in some degree and to take more "coordination" task, prompting other parties reach a consensus and obtaining the maximization of public interests.

Thirdly, strengthening the construction of social organizations can provide a more favorable environment for the development for them. Social organizations are bridges that connect the government and citizens, and form a great power that cannot be ignored in public governance network. The mechanism of management system of social organization needs lasting innovation, revealing its positive role in public governance. Compared with social organizations in developed western countries, the one in our country is still in its infancy stage and developing slowly, largely due to unsound formation mechanism, behindhand management mechanism and stiff connection mechanism. Our government should vigorously support social organizations now, making its corresponding social function into full play. Referencing the theory of The New Public Governance, we should make social organization become one indispensable power in public administrative management network to achieve the Good Governance.

In theory, as a new paradigm in the field of public administration, the New Public Governance has lasting enlightenment and significance to the public administrative research and development in our country. In the middle of 1980s, China restored the teaching and researching of public administration, and the research has made many breakthroughs in last 30 years. But compared with complete system of western administrative theory, the one in China still has some deficiencies and errors. The analysis and study of "the new Public Governance" can have reference on how to realize inadequateness and correct mistakes.

At this stage, theoretical analysis and study to "the New Public Governance" have significant meaning as milestone to Chinese public administrative management.

Firstly, it provides a new theoretical framework for Chinese public administrative research. The theory system of administration and public management in our country is relatively old, single and narrow. As a relatively new theory of Western academe in the last 20 years, the New Public Governance is worthy of discussing and researching in domestic theoretical system to absorb and adopt. Absorbed in foreign theoretical knowledge, according to

the form of absorption, can be divided into the following three kinds: basic absorption, comprehensive absorption, innovative absorption. The absorption of scholars in Chinese public administrative field to theoretical knowledge of developed western countries belongs to basic absorption, a kind of research that is limited to reading and analyzing related documents and writings of basic theories, and summarizing the essence of the theory for other scholars to reference and study. Comprehensive absorption emphasize the totally acceptance to a theory, not only absorption to the theoretical basis and content, but also its method, theoretical background, theoretical sources, and value orientation. Innovative absorption has higher request for research scholars. It requests scholars on the basis of theoretical research to amend it and make innovation according to the domestic social background to adapt to different situations. For a theoretical study of "the New Public Governance", we encourage domestic scholars to do more innovative absorption. According to the domestic political, economic and social environment, scholars should take its essence and discard its dross or make better theoretical innovation and development on the basis of the theory.

Secondly, it introduces the pluralism research perspectives in into public administration. The research perspective of Chinese Public Administration and Public Management mostly focusses on government behavior or analysis and research to relationship between government and market. Multiple-perspective emphasizes the comprehensiveness of theoretical research. In Public Administrative Management, it emphasizes the factor of actors included non-governmental organizations, non-profit organizations, social organizations and individual citizens. With the emergence and development of the Internet age, the pluralistic society has been gradually consolidated and developed its diversity. Various social forces unceasingly highlighting their own position and function in the life of social organizations. Scholars of public administration need to keep pace with the times. On the base of government behavior and relationship between government and market, the scholars should put perspective on other social actors and analyze their role in public administration.

Thirdly, it is aware of defects and errors of the original theory of public administration clearly. In many ways, original theory cannot fully adapt to the development of rapidly changing social public affairs. For example, "the New Public Management" emphasizes the efficiency, citizens as customer, and "the New Public Service" emphasis on democracy. And now the "We Media" brought by rapid development of internet has broken the traditional forms of democracy and concerns and demands for democracy have been improved. Only "the New Public Governance" makes the balance between democracy and efficiency and meets the changing needs brought by social development.

CONCLUSION

"The New Public Governance" firmly rooted in sociology and social network theory, making scholars do a lot of research on network and organizational strategy. It emphasizes on design and evaluation to the lasting relationship among organizations and its core mechanism are trusted, relationship capital and relational contract. The New Public Governance is a conclusion to the Traditional Administration and "the New Public Management. It not only focuses on the organization operation mechanism, but also pays more attention to the efficiency of the public administration and citizens' participation in governance issues."

"The New Public Governance" has provided research field of public administration in 21st century more extensive contents and framework and public governance practice mode to reference for all countries and area in the world. In some degree, "the New Public Governance" has opened a new road, pointing the development direction of public administration that is globalization, network, and diversification. Future research of "the New Public Governance" should focus on the combination of macro and micro level. The macro level includes research on governance body, the content of the governance and governance method. Micro level mainly aims at the details of the theory itself and its own development approach.

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