

การบริหารจัดการที่ล้ำยุคของภาครัฐ วิวัฒนาการของการบริหารภาครัฐ
DISRUPTIVE PUBLIC MANAGEMENT – AN EVOLUTION

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บทคัดย่อ

บทความวิชาการฉบับนี้เป็นส่วนหนึ่งของบทความหลักว่าด้วยการบริหารจัดการที่ล้ำยุคของภาครัฐ การบริหารจัดการภาครัฐแนวใหม่ได้รับการยอมรับจากหลายประเทศในช่วงทศวรรษ ค.ศ. 1990 ทั้งนี้ เพราะการบริหารจัดการภาครัฐแบบเดิมไม่สามารถตอบสนองความต้องการของสังคมได้ ด้วยเทคโนโลยีที่ล้ำยุคในปัจจุบัน สร้างความแผลงล้อมของโลกได้เปลี่ยนแปลงไปอย่างรวดเร็ว การบริหารจัดการภาครัฐแนวใหม่ของหลาย ๆ ประเทศ รวมทั้งประเทศไทย ไม่สามารถตอบสนองความต้องการของสังคมในสมัยล้ำยุคนี้ได้อีกต่อไป ซึ่งยังก่อให้เกิดปัญหาทั้งภาคราชการ ภาคเอกชนและภาคสังคมอย่างมากมาย บทความวิชาการนี้เป็นความพยายามของผู้เขียนที่จะชี้ให้เห็นว่า การบริหารจัดการที่ล้ำยุคของภาครัฐท่านนี้จะสามารถจัดการกับสภาวะของโลกและความต้องการของสังคมที่เปลี่ยนแปลงอย่างรวดเร็วและสืบต่อตัวอย่างที่เห็นการเปลี่ยนแปลงที่ชัดเจน การเปลี่ยนแปลงการบริหารจัดการภาครัฐของประเทศไทย และ สรุปด้วยข้อเสนอแนะว่าถึงเวลาแล้วที่ประเทศไทยจะต้องเพิ่มขีดความสามารถในการบริหารจัดการภาครัฐที่ล้ำยุค จึงจะสามารถรับมือต่อการเปลี่ยนแปลงที่รวดเร็วของโลกและสามารถตอบสนองต่อความต้องการของสังคมได้

คำสำคัญ: การบริหารจัดการภาครัฐ การบริหารจัดการภาครัฐแนวใหม่ การบริหารจัดการที่ล้ำยุคของภาครัฐ

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Abstract

This paper is the first part of the Disruptive Public Management (DPM) series. The new public management (NPM) was introduced in the early 1990s as the conventional public management could not respond to the public needs. Since then, many countries including Thailand have experienced failures born by disadvantages of the NPM. Under the disruptive world environment, public management of certain countries have started to become disruptive intended to cope with the changing public demand. This paper is an attempt to quickly review the history of public management, documentary researches and case studies of selective countries including Thailand and conclude with recommendations on how Thailand should pursue with the DPM. Only the disruptive public management can respond to the need of the public in this disruptive world environment.

Keywords: Public management, new public management, disruptive public management.

Introduction

This paper is the first part of the Disruptive Public Management (DPM) series. From Old Public Management to New Public Management (NPM), the world has gone beyond predictable changes into disruption. The speed of change has revolved exponentially beyond any conventional public management theories. By the time the policy makers can evaluate their executed public policies, the original public policy agenda has gone invalid and outdated driving the outcome to be dissatisfied and unacceptable not only by the policy makers but largely to the general public.

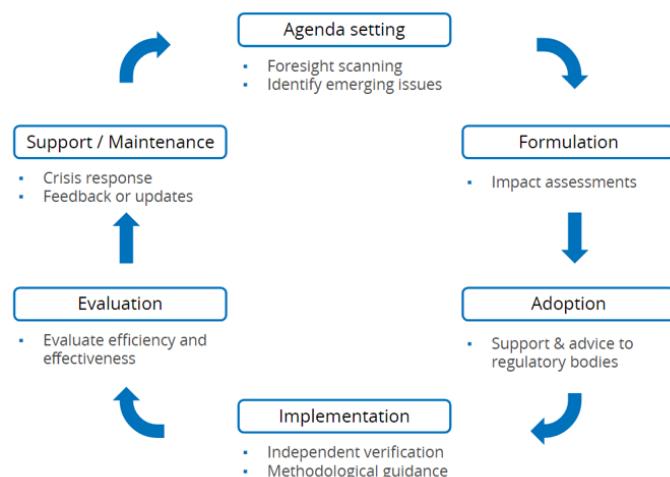


Figure 1: Public Policy Cycle

Source: GeoPolicy: Science and the policy cycle (Connors, S., 2016:1)

Not only the speed of public policy cycle needs to be revolved faster to cope with the environmental changes, but the public also demands for higher efficiency and higher effectiveness, as well as higher standard of good governance. With disruptive technologies, the public are seeking for disruptive measurements of efficiency, effectiveness and degree of governance of the administrations. The public demands for measurement of public policies and their implementations by the public, no longer by the policy makers. The measurements are expected to be real-time and not a year later. The survey for feedback from the public for policy evaluation is outdated, the public is now certainly capable to provide feedback in real-time through mobile facilities including the hand-held. The NPM has become inadequate to respond to the speed of public demands. Private industry worldwide has been struggling to survive through digital transformation purposed to adapt to the disruptive world environment, so is the public management.

Research Objectives

1. To understand the historical evolution of public management.
2. To define what the disruptive public management is.
3. To create awareness to the public and policy makers of the necessity of disruptive public management.
4. To recommend how Thailand should adopt disruptive public management.

Background

First and foremost, it is essential to clearly understand the difference between public administration and public management. Public administration focuses on producing public policies and coordinating public programs. Public administration is a field of political science that integrating planning, organizing, staffing, directing, coordinating, reporting and budgeting; known as POSDCoRB (Gulick, L. & Urwick, L., 1937:13). The government authorizes public administrators at all levels; local, regional and national, to advise policy makers based on data and observations of constituent populations and society. Public administrators coordinate civil servants to formulate public policy and achieve policy objectives. With the fact that different groups have different and competing desires, it is critical that public administrators have the skills to mitigate conflicts in policy making.



Figure 2: POSDCoRB

Source: Papers on the Science of Administration(Gulick, L. & Urwick, L., 1937:13)

Public management is a sub-discipline of public administration that involves conducting managerial activities in public organizations. Public management carries out the managerial operations of public organizations. Public management is tasked to continuously improve the quality, efficiency and effectiveness of services delivered by public organizations. Public management professionals are generally tasked in two different areas, internal and external management. Internal tasks deal mostly with risk management and change management within the respective organization. To manage these tasks successfully, societal conditions are essential for the preparation of risk mitigations. Public management professionals can therefore take preemptive measures to mitigate risks properly and prepare their workforce to adapt to the instability those adverse conditions may have on the organization. Externally, public management entails leading efforts to collaborate with private groups to support the adoption of public policy. Public management professionals must therefore work with private citizens and other public organizations to keep public programs running efficiently and effectively. Under this capacity, major tasks are coordinating public workforce to assist with projects and assisting communities to secure necessary resources to implement public programs.

The underlying difference between both fields lies in the core definitions of administration and management. Management is concerned with planning and acting, while administration relates to the application of policies that dictate how management personnel should act. The rules of public administration are instrumental to the process of developing policy, providing a measure of guidance as to how those policies should be introduced to

societies. In contrast, the rules of public management dictate how civil servants should implement those policies. Public management is a hands-on approach that focuses on the daily tasks involved with rolling out policies, whereas public administration prioritizes controlling the hierarchies, rules, and regulations that contribute to instituting public policy.

With the introduction of production engineering in public service delivery in the 1980s, many governments worldwide began to realize external forces pushing for changes in public management processes, from public management to new public management (NPM). The first practices of NPM were probably introduced by Prime Minister Margaret Thatcher of the United Kingdom. Thatcher drove changes in public management policy in many areas including organizational methods, civil service, labor relations, expenditure planning, financial management, audit, evaluation, and procurement. Thatcher coined herself as the prime minister and policy entrepreneur. New Zealand, Australia and Sweden were the first group of countries following the change led by the United Kingdom. The Organization for Economic Co-operation and Development (OECD) established a Public Management Committee and Secretariat to pursue detailed studies of the NPM and eventually adopted the same practices. President Bill Clinton introduced NPM in the U.S. in the 1990s. With the launches of National Partnership and the Government Performance and Results Act, the United States has officially adopted the NPM (MorissonA. &Doussineau, M., 2019:101-116)).

With the introduction of at least 3 main driving factors including disruptive technologies, VUCA (volatility, uncertainty, complexity, ambiguity), and the mega-trends; public management professionals have found that NPM may no longer be the answer responding to the needs of the society and the public. The rapid of change is faster exponentially which demands a more rapid agility for the NPM and public management professionals to act both proactively and reactively.

Research Methodology

The first step of this research is a historical review of the evolution of public management. “The best way to predict the future is to study the past, or prognosticate”, quoted by Robert Kiyosaki, the famous author of “Rich Dad Poor Dad”. The second step is a documentary research on disruptive public management (DPM). This step is aimed to state a clear definition of DPM. The following step is to review actual case studies of selective countries attempting to adopt the DPM with visible results. The last step is a conclusion with recommendations that Thailand should adopt the DPM practices.

Research Findings

Historical Review: The main idea of NPM is to replace the rigid hierarchical bureaucracy with the government guided private-sector principles for higher efficiency and effectiveness. NPM promotes a shift from bureaucratic administration to business-like professional management. Since then, all countries have adopted the NPM as the solution for management of the public sector. Since then, the gap between the public and private sector has diminished resulting in higher efficiency and effectiveness of the public programs.

Christopher Hood, a professor of Public Administration and Public Policy in the University of London, described the NPM with seven different aspects from the conventional public management as follows (Christopher, H. 1991:3-19).

1. Management: The NPM, through stronger and hands-on management, allows leaders the freedom to manage freely and open-up discretion.
2. Performance standards: With explicit standards and measures of performance management, the NPM promotes clarification of goals, targets and indicators for progression.
3. Output controls: The NPM provides a shift from the use of input controls and bureaucratic procedures to rules relying on output controls measured by quantitative performance indicators. It also provides options using performance-based assessments when looking to outsource work to private companies and groups.
4. Decentralization: NPM advocates shifts from a unified management system to a decentralized system in which public management professionals gain flexibility and are not limited to agency restrictions.
5. Competition: NPM promotes competition in the public sector which could in turn lower cost, eliminate debate and possibly achieve a higher quality of progress and work through terms and contracts. Competition is more pronounced when the government offers contracts to the private sectors and the contracts are given in terms of the ability to deliver the service effectively and quality of the goods provided. Higher competition equals to higher quality and better services.
6. Private-sector management: With an adoption of NPM, the public sector shifted to modern management including development of mission statements, performance agreements, business plans and others under the same standards adopted by the private sector.

7. Cost reduction: The NPM focuses on keeping cost low and efficiency high under the concept of ‘doing more with less’, opposite to the conventional public management.

While the conventional public management was highly hierarchical, bureaucratic, heavily regulated and centralized; the NPM focuses on results, professionally managed, lean and flat organization, and flexibility. The NPM is under 4 main principles; good governance, managerialism, entrepreneurial governance, and post-bureaucratic organization. The good governance means visibility and transparency, accountability with professional conduct leading to stronger and peaceful society. The managerialism duplicates the private-sector modern management with enough budget, workforce and technology to generate results with efficiency, cost-effectiveness and worth the value. The entrepreneurial governance forces reduction of public roles while promotes more private roles but focuses on integration of work from all sectors to focus on results. The post-bureaucratic organization becomes lean and flexible, ready to work proactively rather than reactively.

Since its inception, the NPM has been proven to be successful in many areas. Some of which are;

1. Public satisfaction. With a customer-focused, higher satisfaction has been brought to the public and communities.
2. Perceived higher efficiency from the government agencies following the restructuring to become leaner and more flexible.
3. Transparency and auditability of the public organizations.
4. Higher public confidence in the overall executive, legislative, and judicial systems.
5. Perceived higher efficiency from the adoption of the private-like management style integrating the use of all resources for cost reduction.
6. Higher confidence from development of vision and mission statement, as well as business plans from public organizations.
7. Higher satisfaction and employment confidence from public workforce after the public organizational restructuring and adoption of performance management system, and clarity on job description and job value.
8. Higher efficiency after the adoption of continuous improvement concept.
9. Freedom of expression in the overall public organizations.

However, the NPM has been challenged more and more in many areas described by some as ‘adverse effects’ or ‘grey areas’; some of which are;

1. Lack of effective control on participation of the public-private leading to profiteering and conspiring corruption.
2. Despite the overall shift to a more integration of organizations among public agencies and between public-private agencies, true integration between all parties are very doubtful. And where the integration is effective, the remaining of the joint organizations fails to cooperate.
3. The implemented performance management has been ineffective, not effective as originally intended.
4. Tremendously much more work and work process not only to satisfy all parties, but to please everyone in all the parties which is opposite to the original intention.
5. Empowerment to certain authorities could turn backfire and promote corruption and fraud.
6. Key executives are not well trained to truly understand the use of power, but to exercise for self-interest.
7. Failure on true integration of public-private management system but turning into conniving between key executives of both parties for short-term and self-interest profiteering instead of for national interest.

Documentary research on DPM and case studies: Since the inception of sharing economy in the world market, the entire global service industry has been reshaped forever. Giant companies with enormous investments like those in automotive industry, petroleum industry, retail industry and others have become less successful than new companies in the sharing economy. Companies like Uber, Airbnb, Microsoft, Alibaba, Google, Facebook and others in the sharing economy business model have become the world’s largest and most successful companies. Uber is now the world’s largest taxi service provider company without a single taxi. Founded in 2009, the company is now worth more than US\$62 billion. The history began with Travis Kalanick and Garrett Camp, the two founders, could not find a taxi or ‘cab’ to attend the annual tech conference in Paris. The idea of UberCab was kicked off. The same public demand still exists in many parts of the world and many nations, people cannot find taxi services from point A to point B. Regulators in most countries began to respond to these demands with existing regulations including ban of Uber services and charging Uber with legal actions. Uber, as a company, failed to

succeed with regulators in some areas but won the legal battles in other areas. The main point, however, still exists and that is the high quality and timely service of mobility for the people from point A to point B. Satisfied public groups in many parts of the world claim that while Uber can provide the needed services, the regulators and public management professionals fail to satisfy the public and become troublemakers. Many countries including the U.S., some EU countries like the U.K., Spain, France, Germany used to experience trouble with Uber's taxi services. With changes of service attitude and true understanding of disruptive technologies, these countries have become successful to integrate the public demand for mobility riding and the regulation controlling mechanism. Not only Uber and conventional taxis have become integrated under a modern hand-held technology platform, the quality, cost and time of service have become significantly upgraded and continuously improved.

Originated by a single criminal case involving a couple from Hong Kong who committed murder in Taiwan, a place outside People Republic of China's territory; the Beijing administration called for a change in extradition regulation in Hong Kong. The change requires legislative approval from the parliament. The governor and administrator of Hong Kong therefore kicked off the process without a consensus from the public, a classical example of a lack of good governance. From a molehill, the Hong Kong administrator has escalated to a mountain. At the time of preparation of this article, more than half of million people continue to stage protest throughout the island with no sight to an end. The use of social media has become a great story to the success of the protest. This is done through disruptive hand-held technology and disruptive social movement. The administration of Hong Kong is certainly capable to the disruptive hand-held technology to the protestors but is certainly incapable to handle the social movement. On the other hand, the Beijing administration has increased the military force near the border of Hong Kong and delivered a signal of threat to the Hong Kong public, an act of adding fuel to the fire. This is a case study of a lack of disruptive public management, particularly on the good governance.

The United Arab Emirates is a country located in the Middle East, with 9.2 million population of which only 1.4 million are Emirati citizens and 7.8 million are expatriates (Malit, F. and Youha, A. 2013). The sovereign absolute monarchy is a federation of seven emirates consisting of Abu Dhabi; a capital, Ajman, Dubai, Fujairah, Ras Al Khaimah, Sharjah, and Umm Al Quwin. Unlike all the neighbor countries, UAE is a not an oil-and-gas resource nation. With its small size, the country has no ability to compete with much bigger

competitive neighbors. International trade and investment were picked as their national competitiveness. The UAE administrators decided to disrupt their public management and turned their desert-like geography into trade and investment heaven. With a national reform and introduction of big data and data analytics, the UAE government enforced a digital transformation both in the private and public sectors in 2016. Within two years, the country's competitiveness assessed by the International Institute for Management Development (IMD) jumped to the world's 4th place due to strengthening economic growth with large diversification. The disruptive public management demanded for total reforms in taxation and adaptability of government policies, as well as regulatory reforms for public and business practices driving for a significant jump for government efficiency, business efficiency and economic performance.

The NPM was first introduced to Thailand in the 1990s following the globalization and the liberalization of the world financial market. The concept was first realized during the Chuan Leekpai's administration in 1992 but not officiated until 1998, also during the Chuan Leekpai's administration. Two main driving forces for the change were globalization and disadvantages of the conventional public management of the public sector at the time. The globalization became overwhelming during the early 1990s forcing all the world's leading governments to move to the New Public Management. The global financial market was fully liberalized pushing toward borderless limit of liquidity flow. Many countries failed to cope with the rapid change due to outdated rules and regulations, eventually became victims of the change. Thailand was one of these countries causing economic crisis of the region with impact recognized worldwide. With financial supports from the International Monetary Fund (IMF), many principles and practices of the NPM became mandatory. This globalization effects not only applied to the public sector but more so to the private sector. Many private industries failed to cope with the changes had to pay high prices including enormous debts and bankruptcy. Disadvantages or weaknesses of the Thai government in the 1990s were another reason for the shift from conventional public management to the new public management. Deterioration of the government system had become rotten. When combines with a lack of good governance, the entire public service system became non-competitive and hindrance to the national social and economic development.

The original intention of the NPM in Thailand was therefore to strive for excellent efficiency of the government services. The idea was to deploy similar concepts

and practices adopted by the private industry which was proven to be highly competitive. These included focuses on results, professional conducts, cost-effectiveness, lean and mean organizations, participation of the private sector in working with the public sector, more liberalized market competition, and inclusions of ethical and moral principles. The main principle is to ensure high quality, efficiency and effectiveness to the services provided to the society and the public. Under the Thaksin Shinawatra's administration, the Government Administration Act (No. 5) B.E. 2545 was promulgated in 2002 (Royal Gazette, 2002:15). The Act was intended to focus on 5 main service principles; (1) quality service to the public, (2) decentralization administration from the central to provincial units and more administration freedom for state agencies, (3) implementation of performance management including the use of key performance indicators (KPIs) and bonuses to reward good performance at all levels of the public system, (4) creation of system supports for all public service units including personnel-related such as training, compensation and moral support, and technological supports to ensure achievement of the results against the plans, and (5) generation of thoughts on competition, between and among public sector and against the private industry. The Act also provided the establishment of the Office of the Public Sector Development Commission (OPDC) in charge of continuously improvement of the government system.

A Royal Decree on criteria and procedures of good governance was officiated a year later in 2003 (Royal Decree, 2003:16). All the public service units were instructed to strictly adhere to the following principles.

1. Maximum benefits to the public.
2. Effective results to the government.
3. Efficiency and worthiness to the government work processes.
4. No unnecessary work.
5. Updated government missions / response to the changing environment.
6. Convenience to the public on getting services.
7. Continuous performance management and improvement.

Also, during the Thaksin Shinawatra's administration, a 5-year strategic plan for the public sector development was announced for the sanction during 2003-2007. The announcement was made with 4 specific targets; (1) service quality improvement for the public, (2) restructuring missions, roles and sizes of public sector to meet the changing environment, (3) upgrading capabilities of the public sector services to meet international

standards, and (4) supporting the democratic system. The administration also provided 7 strategies as guiding principles. They are;

1. 9 measures to improve and adapt the work processes
2. 4 measures to restructure the government organization
3. 8 measures to reorganize the fiscal and budgetary systems
4. 7 measures to redevelop civil workforces and compensation systems
5. 4 measures to redefine existing paradigm, work culture and core value of the public sector
6. 4 measures to modernize the government system
7. 6 measures to drive for public-private participation

The New Public Management under the Public Sector Strategic Plans (B.E. 2556-2561) was officiated in 2013 to the 5-year period ended in 2018 (OPDC, 2013:92). This NPM principle was driven by 7 main strategies and sub-strategies as follows.

Strategy 1: Service excellence. With a people-centric concept, 11 measures to be integrated including; (1) no wrong door meaning people can seek for public service at any public offices, (2) one stop service, (3) e-Service, (4) government web portal connecting all public units and databases for better services, (5) service quality toward national competitiveness, (6) establishment of service level agreement as a commitment to the people on public service, (7) use of personal ID-smart card, (8) redefine public service culture and attitude, (9) setting up an institute for citizen-centered service excellence, (10) promoting the use of public information system and complaint system, and (11) providing channels for the public to call for helps from natural disasters and damages caused by the public programs.

Strategy 2: Development of public organizations with highly capable professionals with 15 measures including (1) restructuring public servicing units with capability to cope with changing environment, (2) knowledge exchange among public agencies, (3) upgrading public management services to the international standards, (4) development of e-Government, (5) establishment of government virtual office with uses of modern technologies, (6) development of government website standard, (7) setting up government information network (GIN) and government cloud service (G-Cloud), (8) development of e-Government Interoperability Framework (TH e-GIF), (9) connecting all public units with PMOC (Prime Minister operation center), (10) installation of government business continuity plan, (11) establishment of strategic workforce plan and professional

career path for civil servants, (12) development of succession plan and talent mobility, (13) driving for productivity, (14) promotion of shared services, and (15) focusing on social responsibility.

Strategy 3: Optimization of public assets, through the applications of enterprise resource planning, asset productivity, and asset utilization.

Strategy 4: Integrated public work processes among central, local and regional public units through cross functional management system, special taskforce, shared joint targets, and area-based approached management.

Strategy 5: Promotion of public-private partnership through public-private-partnership (PPP) mechanism, contestability mechanism (public serviced by private industry), compact mechanism (public serviced by communities), and networked governance.

Strategy 6: Improvement of transparency and creation of trust and confidence in the public management system through public scrutiny and independent assessor, and good governance information system.

Strategy 7: Preparation of Thai public management for ASEAN Community.

All the above strategies and subsequent actions guided by the Government Administration Act, the Royal Decree of Criteria and Procedures for Good Governance and the strategic plan for the public sector development had been executed with a timeframe ended in 2018. This paper attempts to take a quick review of what has happened and what is the outcome of all these measures from a public management perspective. Beginning with what Professor Hood cited as potential flaws of the NPM, the following is probably what the Thai public management can be concluded.

1. The lack of effective control on the public-private partnership has turned to profiteering and conspiring corruption. Nearly all the mega-projects especially on infrastructure development have been widely known for conspiracy among public administrators including politicians and state officials, and private investors.

2. Cooperation among and between public administration units, private industry and the communities fails to deliver what stipulated in the objectives. Nearly all development projects in Thailand have run into oppositions from nearly all project partners and stakeholders.

3. A lack of effective performance management in the public sector has become a burden not only to the success of public services provided to the people, but more so to the government and civil service communities.

4. Despite the original intention of the NPM to integrate contributions from all parties, the Thai mechanism tends to please everyone in the parties which is opposite to the original intention.

5. Empowerment to certain authorities including politicians and senior civil servants has turned to backfire and promote nationwide corruption and malpractices against the good governance, leading to social differences and social rifts.

6. Key political and civil service executives are certainly not well trained to truly understand the use of power, but to exercise for their self-interest.

Conclusions & Recommendations

The world has become disruptive. Disruptive technologies have generated disruptive demands from the public the world has never seen before. VUCA has become a new norm to the new world environment. The global community has directly experienced volatility, uncertainty, complexity and ambiguity in all activities. The public demands have also become volatile, uncertain, complex and ambiguous. With disruptive technologies, the public management can become disruptive. The public demand on quality, cost-effective and timely responses from the public management has never been this high. The public demands for self-measurement of the public management, and certainly not by policy makers. The demand for highest possible efficiency, effectiveness and good governance is real-time and the public is always ready and not in hesitant to provide real-time feedback. Without satisfied public management responses in a disruptive manner, the public is also ready for any forms of social movement and the outcome is beyond anyone's imagination. The social movements have become unpredictable. The ongoing protest in Hong Kong is still unpredictable. Certain countries including Venezuela and Zimbabwe may not exist in the near future. The world is now in a disruptive environment, only a disruptive public management can handle this disruptive environment. The new public management (NPM) was introduced in the early 1990s because the conventional public management could not respond to the needs of the public on efficiency and effectiveness of the public management and public policies and programs. With present day disruptive environment, the world demands not only for efficiency and effectiveness of the public management, but also good governance. The world also demands a significant shift on the participation of the public and behaviors of the public administrators. The public demands for self-measurement of the efficiency, effectiveness and good governance of the public programs,

and not by policy makers. The public is capable to provide real-time feedback and therefore demands for real-time responses. Only the disruptive public management can manage the disruptive public environment. DPM is an evolution, it is real. The disruptive public management needs agility, an ability to change rapidly to cope with continuous changes in the society.

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