

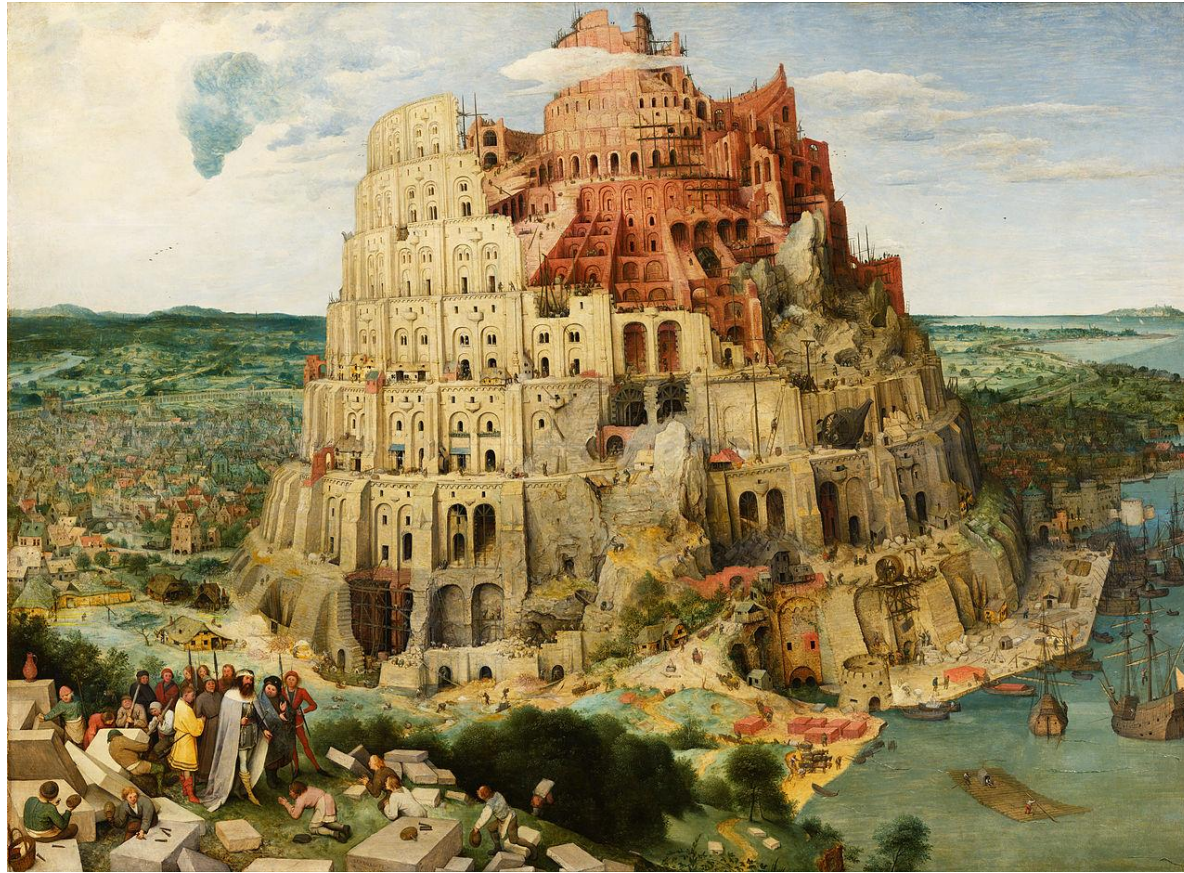


New Public Governance: a framework

International Summerschool on
Smart networks and Sustainable partnerships
Snekkersten, Denmark

Prof.dr. Joop Koppenjan
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The need for joint concepts and a shared language



Four phases in the development of the European Public Administration

1945-1955

post war reconstruction

1955-1980

the Heydays of the Welfare state

The Traditional Public Administration Model (TPAM)

Big Government

1980- 2000

the rise New Public Management

The lean state

'Government is not the solution but the problem'

2000-.....

The rise of Governance

The interactive state & the big society

Smart governance? New Public Governance?



Outline

1. 3 models of Public Administration: TPAM, NPM and Governance
2. What is governance?
3. What are governance networks?
4. How can networks be governed?
5. Some reflections

Koppenjan (2012), *The New Public Governance in public service delivery*, The Hague: Eleven

Klijn and Koppenjan (2015), *Governance networks in the public sector*, Oxon: Routledge



The New Public
Governance in
public service delivery

Recovering efficiency and quality

eleven

GOVERNANCE
NETWORKS
IN THE PUBLIC SECTOR

ERIK HANS KLIJN AND JOOP KOPPENJAN

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Part 1.

Three models of Public Administration

Model 1: Traditional Public Administration Model (TPAM)

- Representative democracy and Weberian bureaucracy
- Rational decision maker (1!)
- Command & Control
- Intellectual design process (Policy Analysis!)



The trouble with model 1

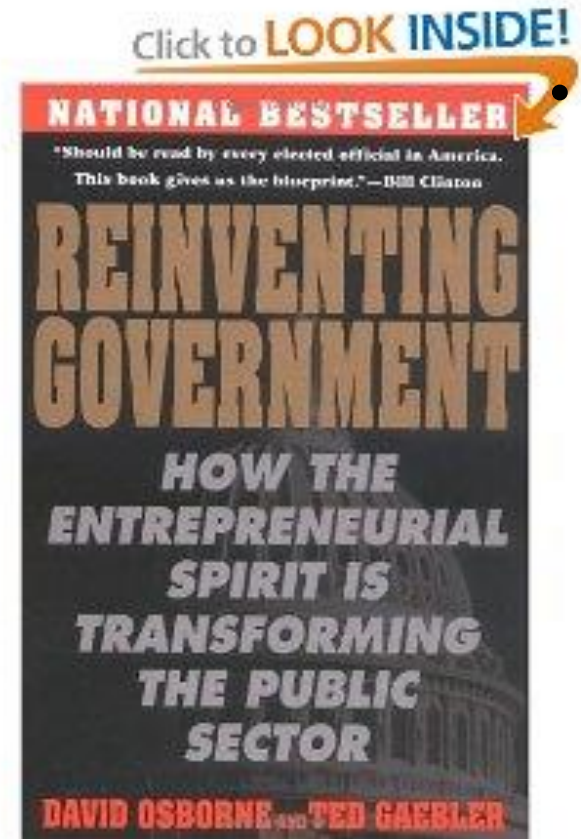
1. Limited resources
 - Money
 - Knowledge
2. Uniformity
3. Imposing invokes resistance
4. High implementation and monitoring costs



If used in complex settings:
poor solutions, high costs

Model 2. New Public Management

- Purchaser in stead of provider
- Principal & agent (2!)
- Steering not rowing
- Units at arm's length: hiving off & privatization
- Outputs, outcomes & performance steering
- Efficiency & accountability



The trouble with model 2

1. Perverse effects of performance measurements.
Strategic behaviour:
principle agent relations
2. Pressure to specify outcomes and outputs upfront: hard to do in complex settings!
3. *Control reflex* due to low trust

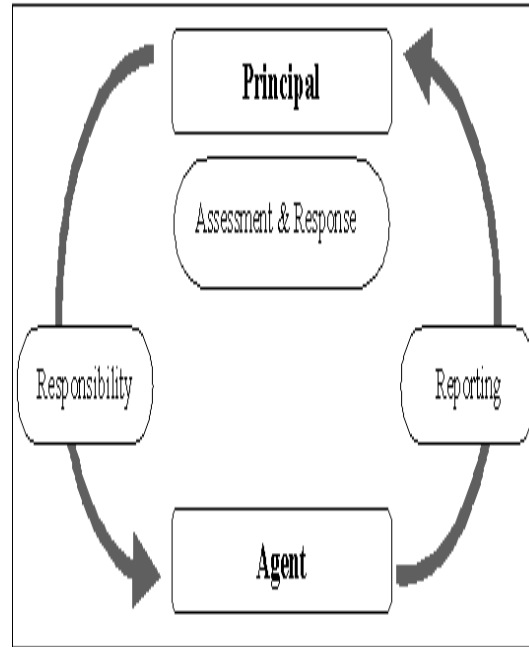


Model 3. Governance networks

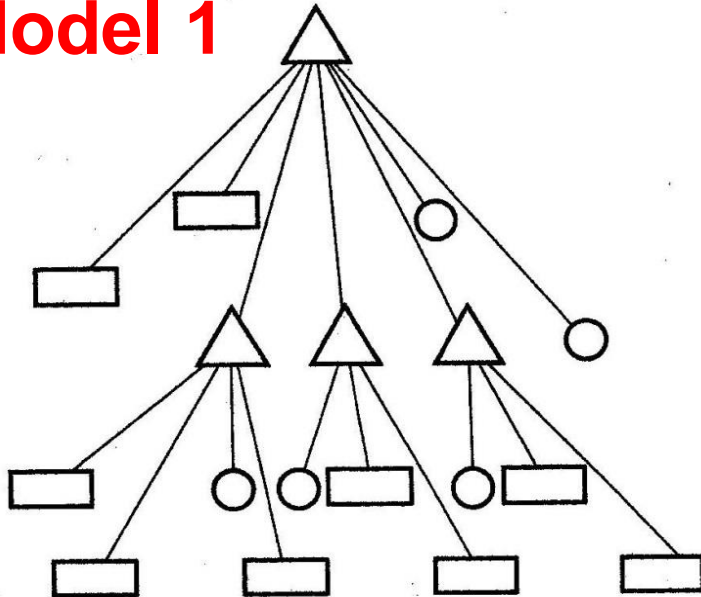




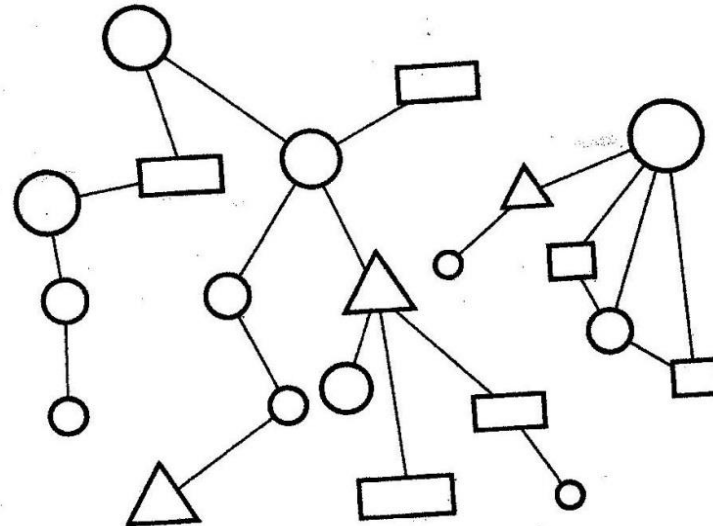
Model 2



Model 1



Model 3





Part 2.

What is governance?

The shift from government to (network) governance

Number of times word governance emerges in SCI journals:

1990:12; 1991: 7; 1992: 19; 1993: 28; 1994: 54;
1995: 64; 1996: 106; 1997: 248; 1998: 346;
1999: 408; 2000: 548; 2001: 574; 2002: 621;
2003: 715; 2004: 866; 2005: 1059; 2006: 1133;
2007: 1193.

Governance: A wide variety of meanings

1. Steering in general
2. Good governance or corporate governance
3. New public management/market governance
'Run government as a business': hiving off; privatization; contracting out; performance measures
4. Multilevel/intergovernmental collaboration
5. Governance networks:
Collaboration of various actors in horizontal networks

Governance Networks and Network Governance

Governance networks

Patterns of social relations between public, private and societal actors involved in dealing with a problem, policy or public service

Network governance (governance)

Conscious attempts at designing and guiding interaction processes and the structures of networks with the intention to further collaboration

- **Synonyms:** *collaborative governance; meta governance; process management; network management*
- **Governments:** *From public provision (TPAM) or principal (NPM) towards partner or facilitator*



Why (network) governance?

Changes in the society (network society- Castells)!

- Individualization
- Horizontalization
- ICT (www; social media) and Mediatisation

Changes in the nature of the policy problems

- More wicked problems
- More cross-boundary problems (flows in stead of places)

Changes in the nature of government and relation with society

- New Public Management: fragmentation of government; need for coordination
- Governments become more dependent on other actors



Where do we find governance networks?

- New forms of **integrated service delivery** (*Multi-problem youngsters in youth care: collaboration among government agencies*)
- **Complex decision-making** processes in local, regional or state level (*construction of a High Speed Railway line*)
- **Transboundary problems** (*banking crises, global warming etc.*)
- New forms of cooperation between public and private actors (*Urban regeneration by **public private partnerships***)
- New forms of **citizens engagement** and **stakeholder participation** (*care for elderly people; urban revitalization*)





Part 3.

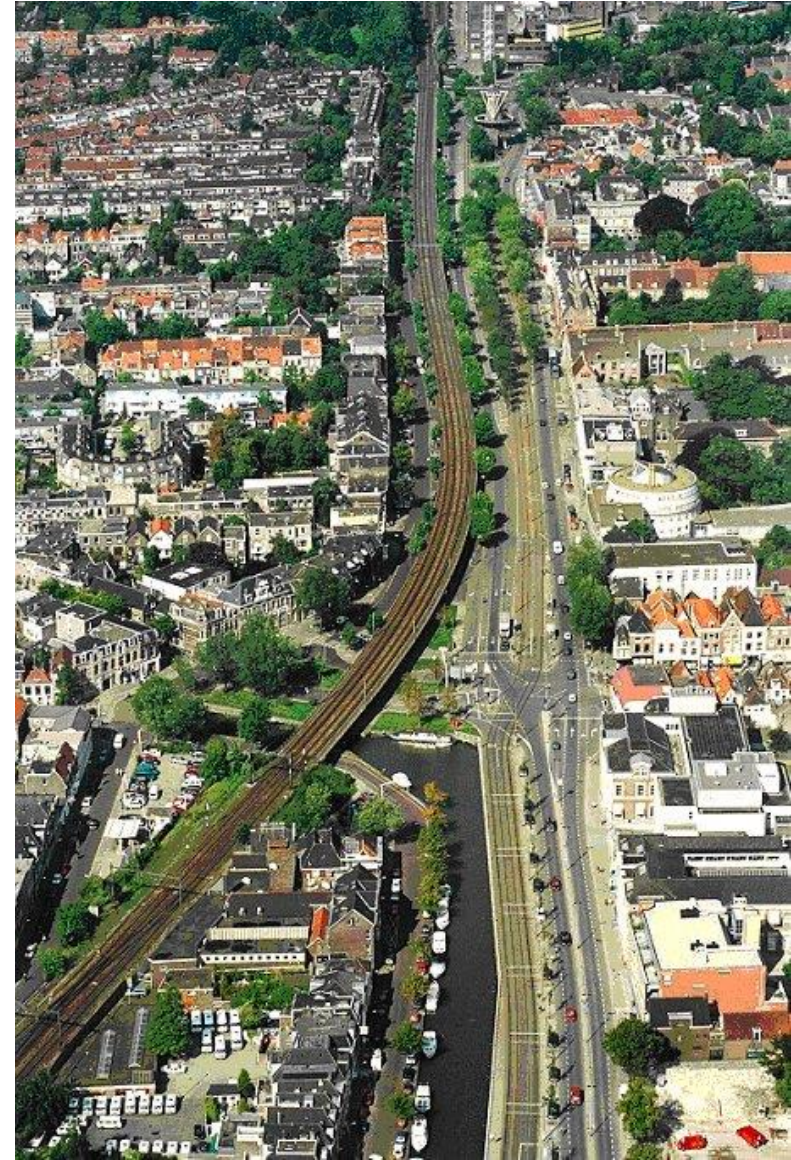
What are governance networks?

An example of a governance network



Decision making on a railtunnel in Delft

- Ministry of transport
- Ministry of physical planning
- Dutch railways
- Municipality of Delft
- Regional governments
- Architect
- Private developers
- Constructors



What happens in this network?

- Not 1 central decision maker
- Many actors, with many interests, many perceptions
- Power game over problem, solution and allocation of money
- Interdependencies
- Complex step-by-step interaction proces (1990 until now)
- An integral approach: widening of scope
- Solution with winners and losers
- Dynamics! Context changes



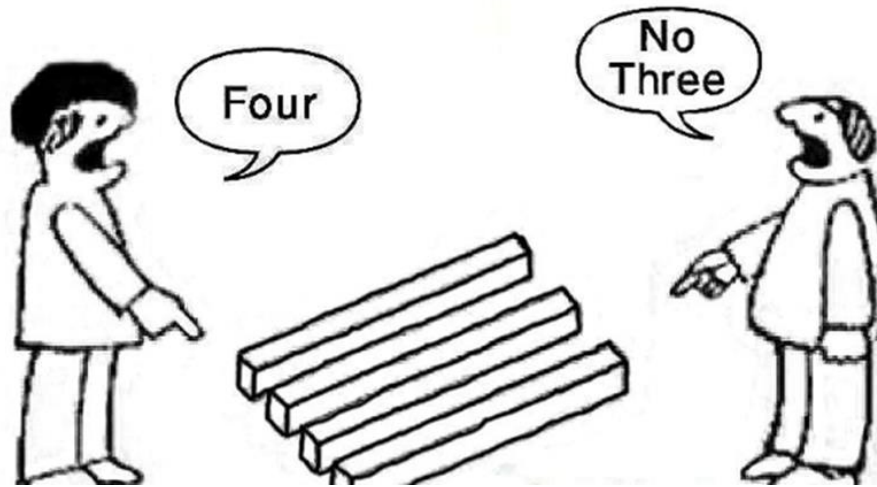
Characteristic 1. Multiple interdependent actors

- Networks: actors interact because actors are **dependent** upon each other
- The need each other's **resources:**
 - Money
 - Production means (e.g. land; capacity of personel, machinery)
 - Competences/ authorities
 - Information
 - Knowledge/expertise
 - Legitimacy/support
 - Relations
 - media access



Characteristic 2. Variety of perceptions

Reality can be so complex that equally valid observations from differing perspectives can appear to be contradictory.



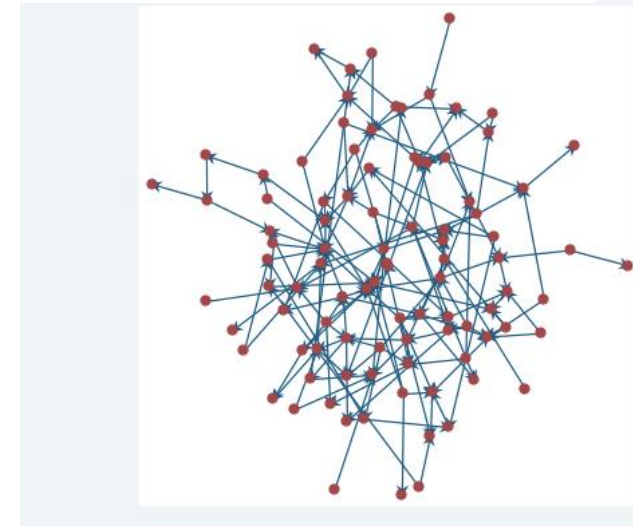
- Many perceptions, ideas and values.
- (Super-) **Wicked problems**: technologic uncertainty + no consensus on values



Characteristic 3. The structure of networks

1. The patterns of interaction

- Patterns and frequencies in interactions
- Explain positions of actors and functioning networks (who has many options; how fast information flows). *Power!*



2. Network institutions: Rules

- Rules are the institutionalized effects of earlier interactions (and thus resemble the ways of doing and power relations of the past)
- Enhance collaboration: trust; sustainability
- Each network has its own characteristic set of rules. E.g. the network in the Dutch construction sector





Part 4

What is (Network) Governance?

Core Principles of Governance:

1. Managing interaction processes

1. Activating and connecting actors.
2. Guiding interactions, participation and co-production
 - Facilitating
 - Mediation
 - Arbitration
3. Building ownership, legitimacy, trust and *stewardship* (in stead of *agents*!)



Core Principles of Governance:

2. Bridging differences in perceptions

1. Consensus building or
2. Search for 'win-win-solutions' (respecting the interests and perspectives of the 'other party')



3. From zero-sum to zero plus games
4. Need for variety! Openness. Horizontal (not top-down) policy discourse



Core Principles of Governance:

3. Network (re-)structuring

1. How:

- Through regulations
- Adapting resource allocation (subsidies)
- Naming and shaming: Efforts to change network rules

2. Why:

- enhance collaboration, innovation. openness, accountability, level playing field, trust, sustainability

3. Risks:

- Hard to do!
- Loss of institutional capital



Who is the network manager?

- Could be more than one actors
- Could be insiders (part of the network) or outsiders (for instance consultants)
- Who wants to do the investment?
 - Insider: someone with interest.
 - Outsider: has to be compensated for his effort by involved actors



gemaakt door: Gui

Network Management skills

Project manager

- Controlling
- Understanding regulations and contracting
- Risk management
- Making trade-offs
- Understanding experts
- Conflict resolution
- External communication
- Negotiating
- Pushing
- Making decisions

Process manager

- Initiating
- Making actors enthusiastic
- Understanding interests
- Understanding strategic behaviour
- Looking for common ground/ Integrative negotiation
- Selective activation
- Binding power
- Mediating
- Timing



Pushing clouds

1. Networks do **not necessarily** have network managers
2. Network manager may appears during **short periods**
3. **Various** actors can be network managers
4. Network managers may be **competing**
5. Network manager **do not have means**: pushing with a rope! Pushing clouds!
6. Network managers have to be **accepted!**
7. Network managers must have the right **skills!**
8. They have a **rich repertoire** of strategies!





Part 5

Reflections

Reflections on network governance and New Public Governance



1. Is NPG really a new trend? Still a lot of government and NPM!
2. Is it a normative or empirical theory? Does it work?

- **Inefficiencies:** Transaction costs; enduring processes
- **Closedness and Exclusion**
Democratic problems
- Established interests:
no innovation
- Informal processes: **corruption & collusion**



Conclusion

1. Networks and governance are a reflection of the **complexity of our current society**
2. Networks are **unavoidable**. You may love them or hate them, but they **are there**. And they **need to be governed**.
3. Networks have **positive and negative** sides!
4. Network governance is aimed at mitigating the negative sides of networks
5. **Different networks** exists!
6. We need **knowledge** on governance networks and network governance



Concluding questions

1. *To what degree do your countries rely on “TPAM”, “new public management–like strategies” or on “participatory governance models”.?*
2. *To what extent are the network governance practices smart and sustainable?*
3. *How does this all fit in your country’s administrative and political culture?*