New Public Governance: a framework

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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


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
Part 2.
What is governance?
The shift from government to (network) governance

Number of times word governance emerges in SCI journals:
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 personnel, machinery)
  - Competences/authorities
  - Information
  - Knowledge/expertise
  - Legitimacy/support
  - Relations
  - Media access
Characteristic 2. Variety of perceptions

- 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 actor.
- 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.
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 appear 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 exist!
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?