

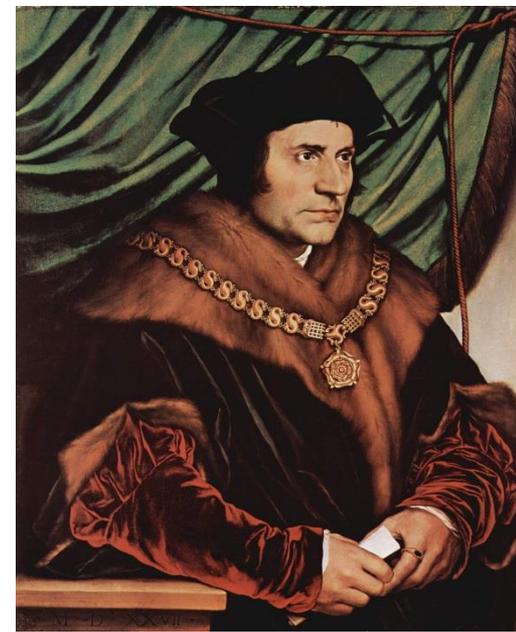


New Reforms for New Problems: An International Context of Public Sector Reform

Partnerforum,
University of Oslo,
Oslo, February 27th 2019

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KU Leuven Public Governance Institute
President of IIAS

Utopia

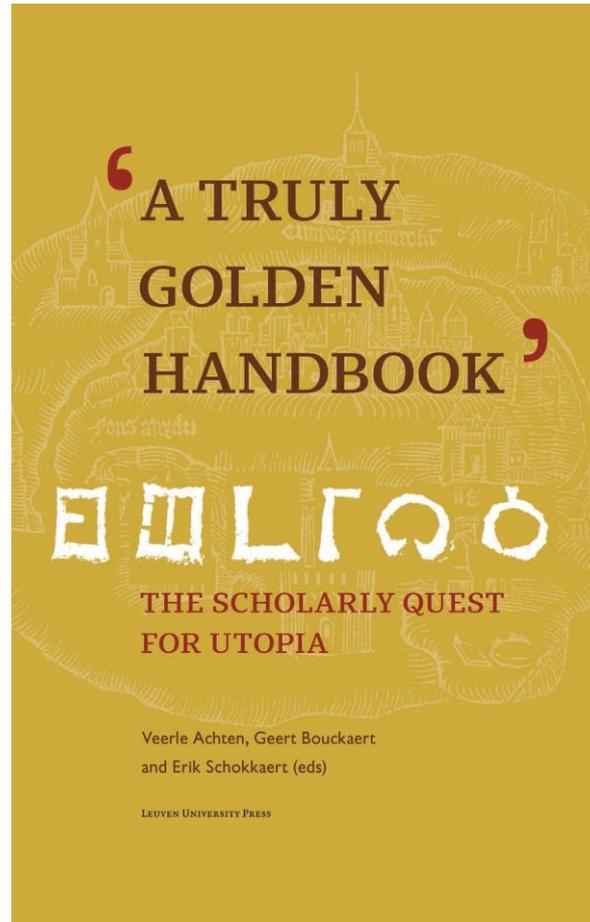


Thomas More - Utopia

De Optimo Reipublicae Statu deque Nova Insula Utopia
“The Best State of a Republic on the New Island Utopia”

Published in Leuven in 1516

Celebration of 500th anniversary in 2016



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Changing paradigms

End of 1970s, beginning of the 1980s:

- Deficits and Debts: savings
- Performance: too much public sector
- Performance of the performance: weak

Solutions:

- Shifting resources from public to private
- Increased pressure results in better performance
- Increased specialisation results in better performance
- Increased participation results in better performance

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Four 'pure' models

4M's:

- Maintain
- Modernise
- Marketise
- Minimise

No Simple Change:

- one clear problem
- one clear solution
- a one-to-one relation between problem and solution

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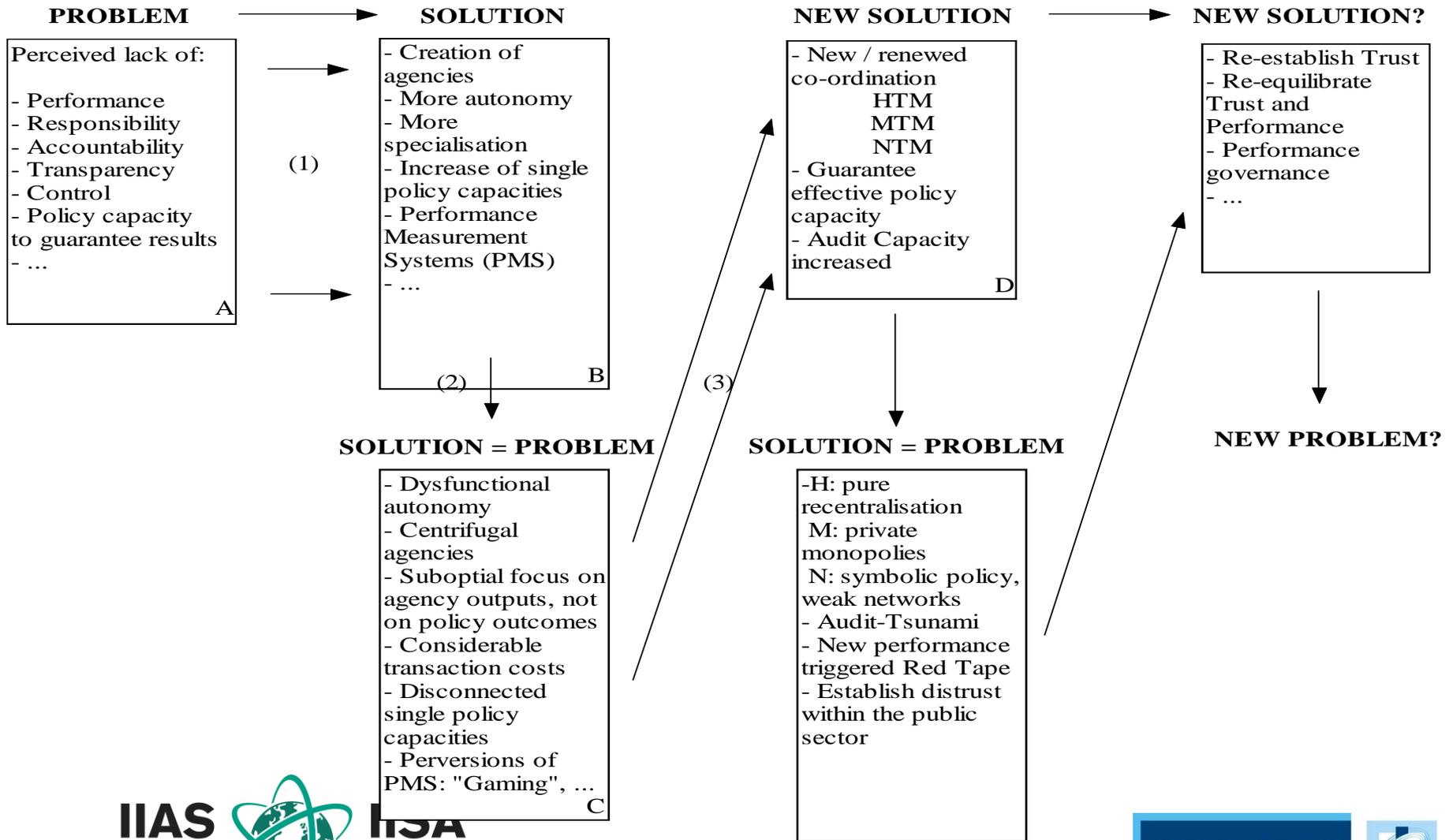


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1. Trajectories of reform: zigzag change



Some lessons learned

- Markets: not applicable to all policy fields
 - Networks: sometimes too cosmetic
 - Hierarchies: remain very useful
 - Performance: Cost Benefit Analysis
 - Agencies: Keep an eye on co-ordination
 - Partnerships: Do not loose control
-
- Need for a smart combination of a system based on NWS (New legal frameworks, HTM), blended with NPM (quasi markets, MTM), and NPG (Networks:NTM)

New Crises, GEC, Fiscal Stress

Implications for change:

- Changing Decision Making
- Changing contents of Policies
- Changing from Management to Governance

Changing Decision Making:

- Participation: Investments, co-production
- New Centralisation (Debt Management, Fiscal Rules, ...)
and New Decentralisation (hiving off responsibility for service delivery, with less resources)
- Referenda
- Decreased political leadership, increased populism
- Direct political communication

Changing contents of policies:

- Recognition of 'wicked' policy problems
- Recognition of connected 'global and local' problems: 17 SDGs
- Less welfare state
- Different globalization, different nationalism

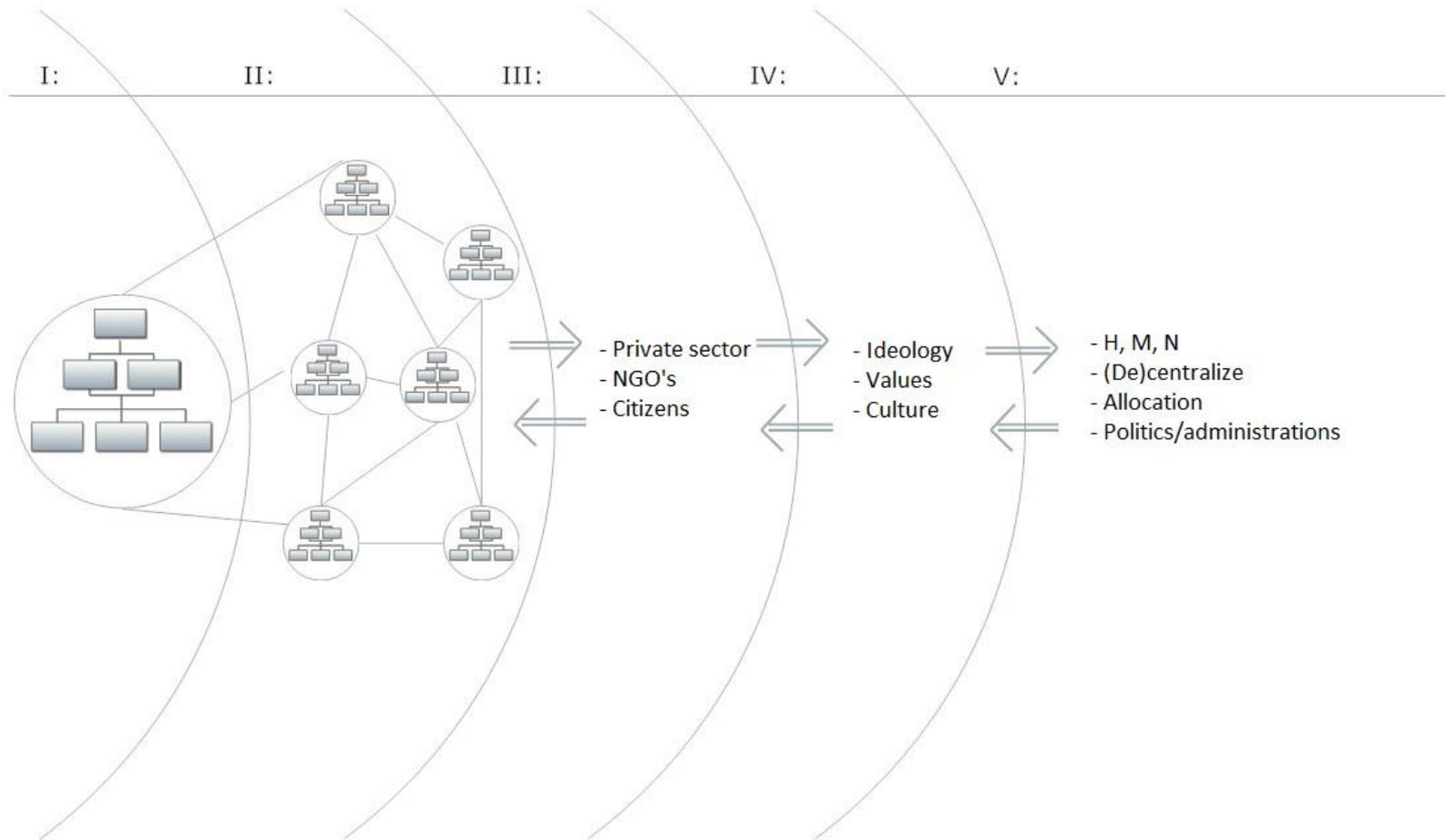
Changing from Management to (Complex) Governance:

- From 4Ms to blend of H/M/N
- Horizontal and Vertical co-production
- Citizen/Societal Engagement
- Reforming legal frameworks

Five Layers of Public Governance

- Corporate governance: the management of a single public sector organisation
- Holding governance: managing a cluster of organisations that belong together and need a consolidated governance
- Public service governance: public sector delivery is part of the public service delivery
- Suprastructure governance: beyond institutional infrastructure governance
- Systemic governance: macro system design

Five Layers of Public Governance



- What experts do we need?
- What research do we need?
- What is the weakest part of the (five layers) chain?
- What is the focus of our reform policy?
- Where do we invest for reforms?

Governance of single organisations

Corporate governance: of a single organisation
(Perry and Kraemer, 1983)

- from private to public: does it travel well?
 - general management applies to public and private (?)
 - common law versus administrative law
 - from private to public: BPR, Quality models, Accounting, ...
 - from public to private: Budgeting, Line and Staff, PERT, ...
- But: How single is a single organization?

Necessary, but not sufficient

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Governance of collaboration across government

Holding governance: consolidating several organisations
(Metcalfe and Richards, 1987)

Holding leadership:

- Taking responsibility for the performance of a system
- Programmes, chains of delivery, blurred borders, transversal policy, ...
- Political vs administrative responsibility/accountability
- Territorial consolidation, Horizontal and Vertical Co-ordination/Integration

Necessary, but not sufficient



Public Service Governance

Public service governance: public sector delivery is part of the public service delivery; relations with non-state actors (Pierre, 1995)

- Governance Capacity of partners and for partnerships
- Open Government: Co-design, co-decide, co-produce, co-evaluate
- Type of interaction: Hierarchy, Market, Network

Necessary, but not sufficient



Suprastructure Governance

Suprastructure governance: beyond infrastructure governance; attitudes and behaviours of actors and stakeholders (Clark and Newman, 1997)

- Values, Culture, Ideology (and its change)
- Value of Public, Public Value, public values
- Infrastructure vs Suprastructure
- Culture of transparency, citizen-orientation, performance-focus, responsibility/accountability, inclusion, trust, ...

Necessary, but not sufficient

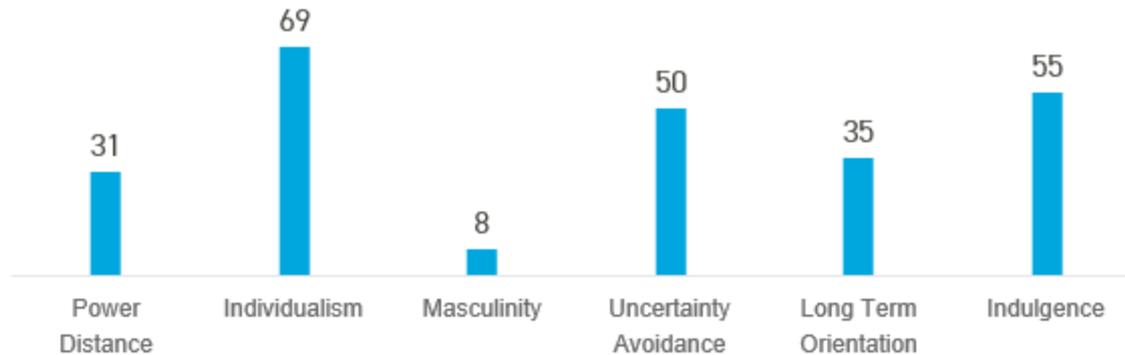


Systemic Governance

Systemic governance: macro governance of society
(König, 1996)

- Major checks and balances, key allocation mechanisms, core decision making, distribution of power
- (De-)centralisation
- Legal frames
- Whole of Government (WoG), Whole of Society
- Market State; State of Law; Network State

Can Public Governance Reform rescue Norway: Culture (Hofstede)



Four remaining debates

- Governance with or without democracy?
- Governance with or without government?
- Governance and degrees of development (fragile states)
- Governance of SDGs

- What experts do we need?
- What research do we need?
- What is the weakest part of the (five layers) chain?
- What is the focus of our reform policy?
- Where do we invest for reforms?

Veis ende (Rolf Jacobson, from Headlines, 1969)

Veiene er nu kommer til enden,
de kommer ikke lenger, de snur her,
borte på jorder der.

Det er ikke mulig å komme lenger hvis
De ikke vil til månen eller planetene. Stans nu
i tide og bli til hvepsebol eller ku-tråkk,
vulkanrør eller steinrammel i skogene
--det er det samme.noe annet.

De kommer ikke lenger har jeg sagt
uten forvandling, motoren til hesteromper plutselig
girstangen til en grankvist
som De holder slapt i hånden
-- -- hva faen var dette?

Veis ende (Rolf Jacobson, from Headlines, 1969)

CONTACT

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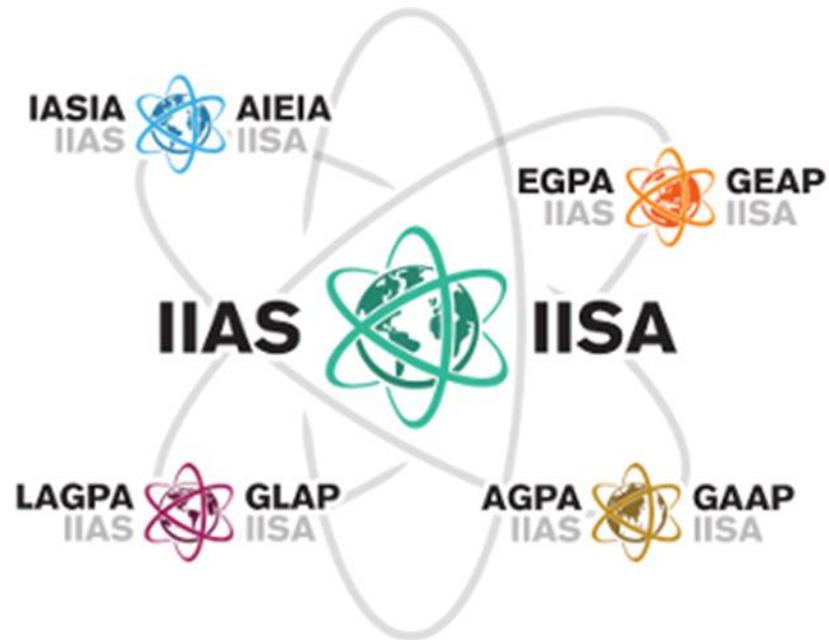
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