

New Public Governance

C. Sheela Reddy



Structure

- Post - New Public Management/ Neo Weberian State(NWS), New Public Service, New Public Governance
- Reforms and Good Governance
- Good Governance : Who is responsible??

NPM - Some Key Words



- Entrepreneurship
- Privatisation
- Competition
- Governance through non state actors primarily market
- State – withdrawal /‘roll back’ of the state, ‘**Steering and not Rowing**’, facilitator, need for ‘reinventing’ public administration
- Neoliberal Framework/Agenda – primacy to market

World Bank Publication – ‘Sub – Saharan Africa – From Crisis to Sustainable Growth,’ 1989



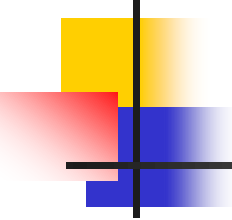
- Worsened economic performance in the region despite Structural Adjustment Programmes
- Failure of public institutions cited as reason for weak performance
- Term “Governance” first used to describe the need for institutional reform and a better and more efficient public sector in sub –saharan countries.



Governance

- Not synonymous with government
- "Governance is the manner in which power is exercised in the management of a country's economic and social resources for development" (World Bank 1992)
- Ability to make decisions and capacity to enforce them.

Governance – ‘Capacity’ of public authority and its ‘Accountability’

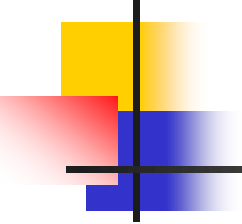
- 
-
- ‘Capacity’ – ‘State’s hardware’ – its financial resources, administrative infrastructure and its effectiveness in executing policy decisions
 - ‘Accountability’ – ‘Software’ of the state wherein the political system is linked with performance

Governance....



- **Collective action** for creating conditions for ordered rule
- **Objectives** of governance may not be different from those of government
- It is rather a matter of **difference in processes**.

From 2000 – Discernible Trend Towards Emerging Models

- 
-
- Post – New Public Management/ Neo Weberian State
 - New Public Service (Denhardt and Denhardt, 2000)
 - New Public Governance (Osborne, 2006)

Basic Concerns

How to make government perform better and deliver on key objectives?

How to make government more responsive to citizens?



NPM??? – The Neo Weberian State(NWS)

- Emphasis on ‘managerialism’ to the neglect of wider governmental, political and socio cultural contexts.
- Political, legislative and parliamentary reform is critical to the success of management and governance reforms



Privatisation - one answer, not the answer

- Services can be contracted but not governance
- Shift in the delivery of services does not imply shift in responsibility of services
- Guiding role of the state is central to NWS
- Policy Management, regulation, ensuring equity, social justice, social cohesion, collective decisions – onus lies on the state



New Public Service(NPS): ‘Serving not Steering’ – Denhardt and Denhardt

- Critical role of government – Service
- New culture of co – governance
- Listening to public rather than telling
- Serve Citizens, not customer
- Value people and not just productivity

NEW PUBLIC GOVERNANCE (NPG)



- State both plural and pluralist
 - Plural- public service delivery undertaken by multiple inter – dependent actors
 - Pluralist - multiple processes and inputs involved in policy making
- NPG – flexible, de-hierarchical, post-bureaucratic, emphasizing less government and more governance.

Peter Drucker....



- “....We do not face a ‘withering away of the state’, we need a vigorous, a strong and a very active government... a government which confines itself to decision and discretion and leaves the ‘doing’ to others...a government that ‘governs’ and not a government that ‘does’ or ‘administers’....”



Post-NPM Reforms - New Public Service

- **Citizen** should be the centre of reform and focus of public service
- Role of public officials to facilitate opportunities for **citizen engagement**
- Reasserts the importance of a **public service ethos** dedicated to **wider public good**.

Cont....



- Building **collaborative** relationships with citizens and groups of citizens
- Encouraging **shared responsibility**
- Disseminating information to elevate **public discourse**
- **Seeking opportunities** to involve citizens in government activities.
- Address problems of coherence and collaboration through “**whole -of- government**” approach



Minnowbrook –III(2008)- ‘The Future of Public Administration, Public Management and Public Service’

- Humanity is living in dark times with unprecedented challenges
- Is Public Administration having the governance capacity to address effectively the seemingly insurmountable problems that characterize dark times?
- To what extent it is committed to responsiveness, social equality and participation?



To Summarise the shifts.....

- Traditional Public Administration - Statist and Bureaucratic – **‘Rowing’**
- New Public Management - NPM - - catalytic government – **‘Steering not Rowing’**
- New Public Service – NPS - **‘Serving not Steering’**
- New Public Governance - NPG – **‘Plural and Pluralist’**



Factors/Incentives/Drivers in the System

- Is the public service motivated to excel?
- To what extent accountability can be ensured?
- Is authority decentralised enough to permit adequate flexibility?
- Do rewards reflect the quality of performance?

The age-old reform conundrum



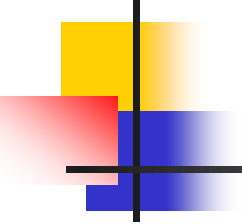
- “There is nothing more difficult to carry out ... than to initiate a new order of things. For the reformer has enemies in all who profit from the old order, and only lukewarm defenders in those who would benefit from the new.”

(Niccolò Machiavelli; *The Prince*, 1513)



How to Factor in Public Sector Reforms?

- Sensitive to context
- Should draw on various approaches
- No single model of public management offers a magic bullet
- Some measure of downsizing and efficiency reforms need to continue
- Rebuilding of the institutional fabric of authoritative and capable public institutions.

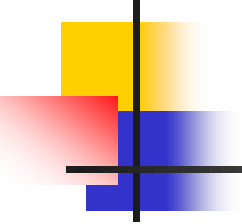
- 
-
- **Opt** for ‘**best fit**’ rather than ‘best practice’ solutions, not ‘one size fits for all’
 - Embrace **adaptive responses** to complexity
 - Need for an efficient and capable **core public service**
 - Reforms grounded in **interests and needs of citizens** and not driven by technocratic impetus of public officials or the self interested imperatives of elected politicians

Stakeholders in Governance



Executive

- Legislature
- Judiciary
- Media
- Private Sector
- Social organisation (pattern of relationships between and among individuals and social groups)
- Civil society
- Political parties
- Citizens



Governance: Who are the players? Who has influence? Who decides?

- Governance is not only about **where to go**, but also about **who should be involved in deciding**, and in **what capacity**.
- The role/influence of stakeholders is **relative** – **differs from society to society**.



Some Fundamental Questions:

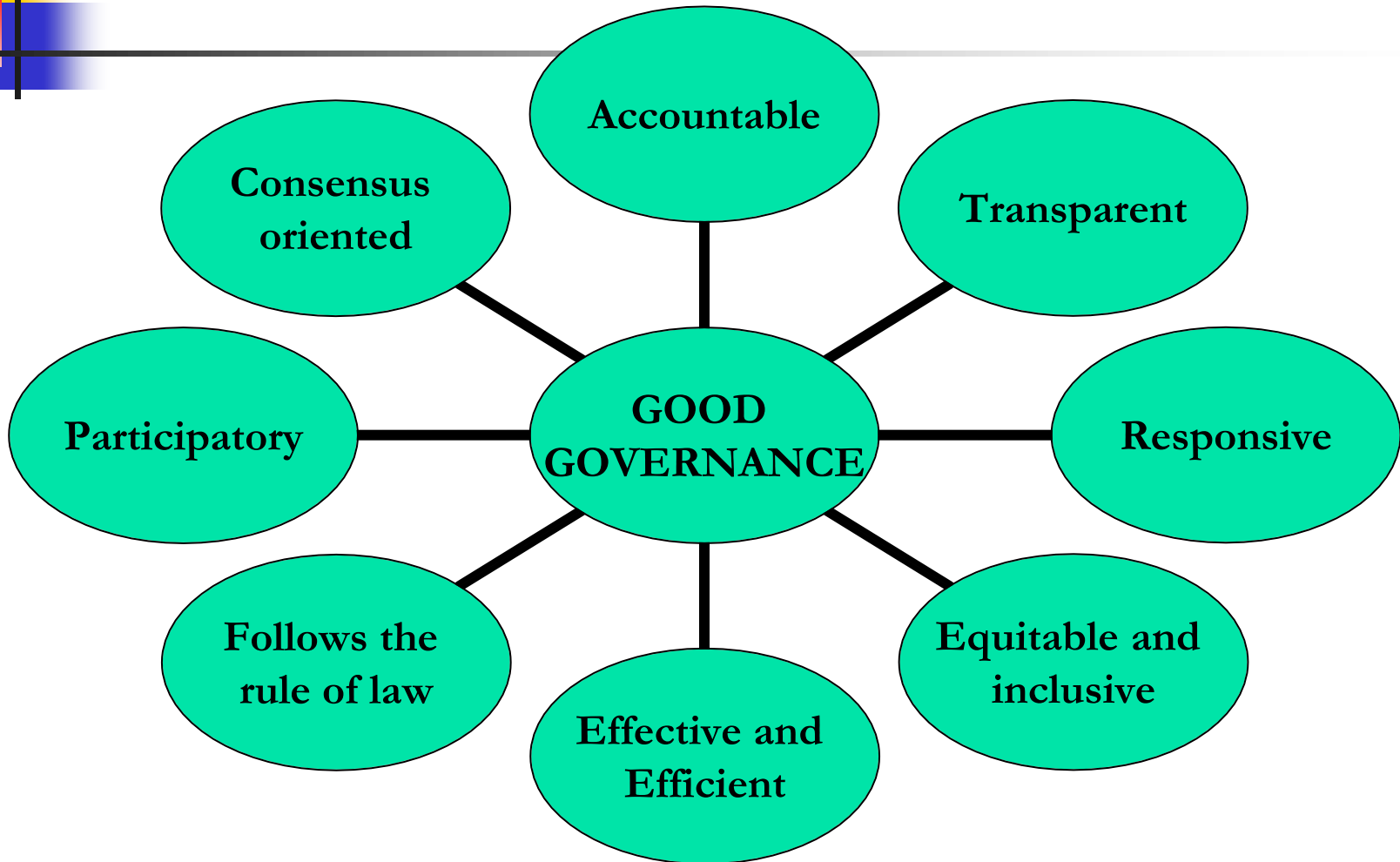
- What are the characteristics of good governance?
- Are there universal principles of good governance? If so, what are they?
- Where do these principles come from?
- In applying such principles what quality of detail do we need?
- What particular criteria are necessary to build governance?
- How might we apply these principles to assess current governance regimes?

Manifestations attributable to poor governance (10th plan document) **(what is not good governance?)**

- Poor management of economy
- Denial of basic needs
- Threat to life and personal security
- Marginalisation and exclusion
- Lack of sensitivity, transparency and accountability in State machinery
- Delayed justice
- Existence of voiceless poor with little opportunity for participating in governance; and
- Deterioration of physical environment



Eight Characteristics of Good Governance - UN



Good Governance - connotations

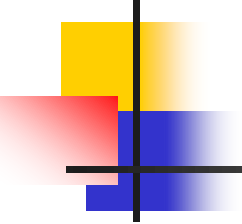


- Going beyond formal Government
- Genuinely democracy – intensifying concept – to make Public Administration more open, transparent and accountable.
- Creative approach
- New Patterns of interaction
- Coping with new problems/creating new possibilities for governing.

The 2nd ARC – core principles of GG



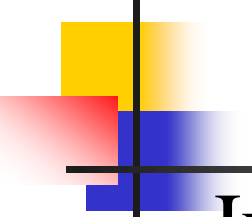
- Rule of Law
- Accountability at each level of administration
- Minimization of unfettered discretion
- Putting the citizen first
- Government to be built on strong ethical foundation
- Principle of subsidiarity – both devolution and delegation of authority.

- 
-
- MyGov.in - citizen engagement platform - "crowdsource governance ideas from citizens".
 - PRAGATI (Pro-Active Governance And Timely Implementation), - a robust system for bringing e-transparency and e-accountability with real-time presence and exchange among the key stakeholders.

GOOD GOVERNANCE



GOOD GOVERNANCE IS NOT A FINISHED PRODUCT
- IT IS A DYNAMIC CONCEPT



■ Just as war is too serious a matter to be left only to generals, governance is too serious a matter to be left only to politicians and bureaucrats

- All stakeholders from all walks of life must become active participants in keeping a close watch over governance.



Quiz...

(1) When was Minnowbrook Conference III held?

(a) 1968

(b) 2008

(c) 1988

(d) 1998



Cont...

(2) Who advocated New Public Service?

(a) Osborne

(b) Denhardt and Denhardt

(c) R. Rhodes

(d) L. Terry



Cont...

- (3) Which of the following considers state as both plural and pluralist?
- (a) New Public Management
 - (b) New Public Governance
 - (c) New Public Service
 - (d) Public Administration



References

(1) PS-Reform_Paper.pdf - From Old Public Administration to the New Public Service Implications for Public Sector Reform in Developing Countries

(2) Robert B. Denhardt Janet Vinzant Denhardt, The New Public Service: Serving Rather than Steering, Public Administration Review , Nov. - Dec., 2000, Vol. 60, No. 6 (Nov. - Dec., 2000), pp. 549-559

<https://www.jstor.org/stable/pdf/977437.pdf?refreqid=excelsior%3A25ddd78af041dc9271a5848811bc3922>

(3) Stephen P. Osbprne(2010), The New Public Governance? Emerging Perspective on the Theory and Practice of Public Governance, Routledge, New York

https://edisciplinas.usp.br/pluginfile.php/3343001/mod_resource/content/0/Anexo%20sem%20t%C3%ADtulo%2000582.pdf



THANK YOU