

Public Organization and Management
Dr. Vaneet Kashyap
Department of Humanities and Social Sciences
Indian Institute of Technology Tirupati

Lecture – 51
Public Management through Collaboration - I

Hello, dear learners. So in this session, we are going to start the next module, which is module 11. And in this module, I will discuss about the importance of collaboration and its role in effective public management. The contents of this particular module is based on the chapter on public management through collaboration, of the prescribed textbook for the course by Professor Hal G Rainey, Professor Fernandez and Professor Malatesta and the textbook titled Understanding and Managing Public Organizations. The other sources and the references which I have used to prepare the content of this particular module, I will share during the session. The title of the module 11 is Public Management through Collaboration.

And the focus of the discussion in this session will be on the shift from new public management to collaborative governance. So let's look into the details of the contents that I will focus on during the session, Public Management through Collaboration. We will start the discussion with the requirements of reforming public organizations. We will talk about the requirement for NPM reforms and then we will discuss about the criticism which is related to new public management.

We'll continue over discussions to find out why organizations they collaborate, meaning what are the various reasons behind the organizations to decide to collaborate with other organizations in the network. Once they decide to collaborate with the other organization, we will discuss about the mechanisms that they need to take care of for effective collaborations so that they can lead to the success of the collaborations. The module will also discuss the performance related aspect of the collaboration. In this particular topic, we will discuss about can the performance be measured for the collaborations? If yes, what are the various indicators with the help of which we can evaluate the performance of the collaboration and the collaborative effort The module will also include discussion on cross-sector partnership framework. We'll discuss about this particular framework in detail.

It's a very interesting framework to understand the various antecedents, processes, structures, accountability and outcomes related to the cross-sector partnership. And we will conclude the discussion with the types of cross-sector partnerships. Let us start discussing about the ideas behind reforms. We will first of all talking about reforming public organizations. Now, if you look at the literature, in the literature it is highlighted

that the various leaders in the politics, or the public bureaucrats and the experts in the field of public management, they have put enough emphasis on running the public sector organizations and the government in a way private sector organizations they manage their business.

The idea is if the government organizations or if we say public organizations, they can work as how organizations in the private sector manage their business, it can actually increase the efficiency and effectiveness of the public organizations also. Now the idea behind this reform is upon following business-like practices like how business manage their functions. For example, linking the performance with the pay and reward systems to ensure the performance outcomes related to the behaviors of the employees. Now, how private sector is following some of the practices to enhance the employees' performance, performance of their employees as well as their organizations, they try to link their performance with the pay and rewards. So, the idea of this NPM reform was to follow or adopt the similar kind of practices in the business sector, the government organizations also.

Another reason behind this is the practice like more power and authority to senior public officials to manage the activities of subordinates and reducing the procedures marked by excessive complexity that delays the results, meaning reducing the bureaucratic red tape. See, the reform says that if these kind of business practices which are prevalent in the private sector organizations that can also be applied to the public sector organization, it will help reduce the complexity which actually result in the results delay. And if it is done, it can actually enhance the efficiency and effectiveness of the public sector organization also, which I have mentioned over here. Reforming public organization, enhancing the efficiency and effectiveness of public organization through focusing on running the government and public organizations following the practices of business sector or private sector organizations. Now, further, the reforms also focused on increased dependence of private sector in terms of delegating more responsibilities by the government to outside agency.

So, when government, they outsource some of their responsibilities to the outside of the government boundary or the public organization boundary, so we have increased, we have seen the increased dependence on the private sector through the NPM reforms. Now, one such movement and which later became the part of these reforms, as I have mentioned, it emerged and peaked during 1980s and 1990s. And this particular reform and the movement was termed as NPM, meaning New Public Management. Now, if you recall that we have discussed about the new public management reforms and its doctrinal components as proposed by Christopher Hood in Module 1. We had a detailed discussion on the doctrinal components of new public management reforms in the Module 1.

We are not going to talk about those details in this particular session, but I will just briefly review them for the clarity for this particular session. The focus of new public management reforms if you look at, the focus was on privatization and contracting out, marketization of the services, stronger performance management and managerialization. The idea is that these NPM reforms were actually brought in to enhance the efficiency and effectiveness of the public organizations and what can be done to enhance the efficiency and effectiveness that relates to some of the focus areas of the NPM in terms of privatizing, contracting out, marketization of services, stronger performance management and managerialization. We'll talk about this further in this session when we talk about the concept of managerial roles in terms of increasing the efficiency and effectiveness of the public organizations. Now, if you look at the advantages which were related to NPM reforms or the idea behind why the NPM reforms were brought into the picture to increase the efficiency and effectiveness of the organization, it includes better value for money.

The idea is that if the business-like practices can be adopted by public sector organization, the resources can be well managed, if the managerialization can be adopted, then of course it can give better value for money. There will be more pressure for performance because if you see that NPM reform says that the performance should be related with pay and rewards. Okay, so if the performance is related with pay and rewards, ultimately we can say that there is a pressure to perform amongst the employee of the organizations. Now, like how the private sector organizations, they treat their customers in terms of understanding their needs better and provide them these services accordingly, similarly, if those practices or those ideas or the way of working can be applied to public sector organizations in such a way that the public is considered as customer by the public organizations, so they will get a greater choice and greater voice to users of the public service. We are not saying that make public customers.

The idea is if we start thinking about the public as how the private sector organizations are treating their customers in terms of understanding their needs and catering to the needs of these customers. Similarly, if the government organizations also can start looking at from that particular perspective, it will actually enhance the the quality of the services and the design of the policy and the implementation will become more effective and that was the idea why NPM reforms were brought into the picture. And finally, the promotion of good governance and transparency to enhance the efficiency and effectiveness. Now, look at not so good side of these reforms from the perspective, if we look at from the perspective of welfare of the community by the government. There were certainly advantages which were related to new public management reforms, but if once look at from the perspective of welfare of the community, now it is not that great.

We'll discuss about that. It says that though it sounds very promising, what NPM reforms sounds very promising, the implementation and the effectiveness of new public

management reforms is highly debated and criticized. Now we will look into some of the reasons or I would say some of the disadvantages of new public management reforms and based on that we will then take our discussion from now from NPM reforms to where. Now, as I have mentioned that, though it is very, sound very promising, but implementation and effectiveness, it is highly debated and criticized. The reasons behind they are cited is, the literature highlighted that the reforms excessively focus on efficiency, it excessively favours efficiency over democracy, meaning that when the organizations, they start business like functioning in the public sector organization, the entire focus goes towards increasing and enhancing the efficiency of the function.

And the principles of democracy, where we say that the issues like fairness, justice, equity has to be taken care of, they sometimes take backseat because the entire focus of the organizations become efficiency-oriented, short-term outputs and outcomes focus. Another reason is that when we are excessively focusing on efficiency and we are also limiting the role of civil servants, in terms of if you look at the process of creative policy making, where the civil servant took active part in bringing out some kind of creative ways to enhance the public service experience among the public, it has been taken out. We'll say that hollowing out of creative policy making capacity with too much focus on operational delivery. Because focus is on enhancing the short-term outcomes, focus is on the efficiency orientation. So where these public servants were actually playing an active role in finding out the creative ways to look at the issues, the problems, and come up with the innovative solutions to address those problems, they were actually taken out when we talk about the NPM reforms because the focus was on efficiency.

So, as per the paper which is titled here, which I have referred here, the New Public Management and Public Management Studies by Ferlie 2017, they talked about this as hollowing out. I suggest learners to note the references mentioned on this slide and if they want to get more details about this particular aspect, they please refer to the paper of Ferlie, 2017. Another problem which is related to the NPM reform is related to the creation of agencies which are too focused on their own specialization. If you remember that NPM reforms then we talked about in the module 1 and we talked about some of the components or the features of NPM, we talked about that this integration of the units depending upon the specialization. So NPM reforms have actually influenced the organizations to create agency which are more specialization focus.

So when these organizations they start focusing on the specialist forum, what happened it can be counterproductive in terms of strengthening inward thinking so they will be in their own boundaries working right they don't look outside or the beyond the boundaries of their working because they consider them as specialist agency which are going to take care of the special issues and the problems or maybe in terms of specialization and expertise now this particular thing is influencing or i will say directing the silo thinking within their own boundary they do not want to look beyond the boundaries and they work

as very close group of specialists working in the specialized agency and this is not a good situation because in some cases some of the social causes and the problems they require that the organizations network and they coordinate so this particular require you go beyond the silos boundaries which were actually the component of the NPM reforms So this is another important disadvantage which was related to NPM reforms that it led to the focus on specialist agencies and silo thinking. But what was required in some of the cases to address the problems is to organization go beyond their boundaries and network with the other organization to solve the problems. If that happens, if the agencies start thinking as more of silos, it actually limit the strength of the overall wider capacity of the system. So if they do not integrate or if they do not coordinate with others or they do not collaborate with others in solving some of the problems and issues. Now, the impact of this is also on managing the wicked problems.

Wicked problems are the problems which are the problems which cannot be solved by the efforts and the resources and the competencies of one particular organization. To solve these kind of problems, many agencies in the network or organizations in the network have to come together to work together to solve this problem. For example, the problems like poverty, unemployment, you know, the concerns related to healthcare facilities or services. These are some of the kind of the problem which have the consequential outcomes for, you know, these problems and causes. So, these problems require the efforts and the coordination among the various organizations in the network.

And if the silos thinking is there, ultimately, these kind of the problems cannot be solved or cannot be addressed. Now, this particular thing require, weak problem solving require networks and collaboration. And this would only be possible if outward facing thinking, meaning beyond silos boundary, the organization start looking into. I hope this is clear. If you have any doubt on this, I will strongly suggest that learners go to the citation which is referred on the slide here.

Another important aspect that require discussion is overemphasis on managerialization. What is the meaning of managerialization? Functioning like in a way to increase the efficiency and effectiveness of the organization following the ways how private managers are focusing in the business organization. What happens is when you are giving too much emphasis on managerialization and it goes too far, the people who are actually holding positions, they will have little professional ownership. We'll discuss about how with the help of an example. Consider an example of the head of some organization who is expected to provide social service for the betterment of the society.

This particular person is responsible for finding out the ways to enhance the experience of the public in terms of the social service delivery. Now, what happens under management and which is actually the component of NPM reforms, the person has to comply with the bottom line, face tough, strong performance controls, compliance

procedures, which leave them very little time to find out creative ways to enhance the experience of the public in terms of social service delivery. You know and this also limits the flexibility and it also limit their capacity to be creative enough to provide better social service because too much engagement in following compliance and controls now idea here is not that I'm not saying that they should not follow the rules, regulations, compliance you know and the performance controls or you know taking care of the bottom line it is important. But at the same time, when they were too much focusing on the managerialization and they are always looking at enhancing the efficiency through short-term targets, what happened is they do not have much of the time to look into the various other ways with the help of which they can actually give better social service to the public concern. Now, another important, very important and interesting aspect of the NPM reforms, which requires discussion, is emphasize dominance of short-term exploitation.

Here I will discuss what is the meaning of short-term exploitation and what is the meaning of long-term exploration activity. Now, in this case what happened is NPM reform says that when you are looking at the aspect of enhancing efficiency, we are always looking at the short-term outcomes, you know, which says that we are looking at measurable operational efficiency in terms of the short-term outcomes that we are going to achieve from our functioning. So, NPM says that too much focus goes into short term exploitation at the neglect of long term exploration activity. Now, what is the meaning of long term exploration activity? Long term exploration activity includes learning in the process to find out creatives and alternative ways to look into the problems and provide the public service delivery to the public. Now it is required that the balance between short-term exploitation and long-term explorative activity should be there.

Only focus on short-term measurable operational efficiency is not good for the long-term learning, innovation and creativity of the organization. The problem is that the short-term performance agenda by the public organizations can leave behind learning-based approaches. We tend to forget the learning approach you know because we are not focusing on the long-term exploration we are too much focusing on the short-term exploitation ultimately we do not have time to get into the learning based aspects of managing and such situation will make the organization less prepared and resilient when confronting crisis situation. So whenever the situation demands that the organization need to focus on something which can only be produced by the process of learning and we have ignored that particular aspect and whenever these situations comes and when you when these organization confront these situation ultimately it will be difficult managing at that point in time. So, it is very very important that a balance between the two has to be maintained.

The focus should also be on short term exploitation that you can take care of the outcomes and the outputs in the short term. It is an exploitation of your function in such a

way that you are doing day to day activities in such a way that the outcomes are achieved that you are producing the outputs which are required. At the same time, you also need to focus on finding out the creative ways to do better and better through the process of learning, reassessing and of course learning the ways with which you can actually enhance the performance of your organization. This is basically, it says that NPM actually resulted in erosion of organizational ambidexterity. Now, if you look at the dictionary meaning of ambidexterity, it means that managing or balancing with two hands.

It means that when we talk about erosion of organizational ambidexterity, NPM reforms too much focus on short-term exploitation and neglecting the long-term exploration activity, what is happening is there is erosion of organizational ambidexterity. But what was required is to maintain a balance between short-term as well as long-term exploration activity. Why I am putting too much emphasis on this is because with this we are going to now build the further case for why there is required a shift from NPM to other reforms which I am going to talk about very soon. Now, we discussed about the various advantages and disadvantages which was related to NPM reforms. Now, the point is what is required to be done? For what? To enhance public value.

If we are saying that NPM reforms were focusing too much on efficiency over democracy, if that's the case, what is required to be done with the help of which we can actually enhance the public value? First and foremost, it is very required, too much focus is required to make clear distinction between public and private sector organization because it is important. The way private sector organizations are functioning and the way public sector organization has to function, the differences have to be very very clear because please remember, that when we talk about the concept of distinction between public and private sector organization in the module one, we talked about that the public sector organization they also have the responsibility to take care of the democratic principles to ensure fairness, equity and justice, where the private sector organization on the other hand the focus is on the profitability only. So, it is important that the clear distinction between the two is there and the learners are clarified about what distinct characteristics of the public sector organization. Next important thing is that the government and public agencies should play an active role in ensuring public service delivery. So in this case, what I was saying is, if you look at an example, while public organization make a choice for outsourcing some of the responsibility to the other agencies, it can be with the private sector organization or any other agency in the network, and they want to outsource this.

Now, let's say if the outsourcing agency is the private sector organization and in terms of the focus of, if you look at the perspective of a private sector player, the focus of the private sector supplier will be on efficiency, quality, security and reliability only, because their mindset is of profitability because they are thinking from the perspective of a private

sector player or organization. Now what is important for the public managers because they are coming from the public sector organization which are distinct from the private sector organization in addition to the mentioned above criteria of efficiency, quality, security and reliability, the public manager also must pay attention to public accountability and public preferences. Because they are accountable to public, because they are the public servants. They are working for the benefit of the society. They are answerable to the community outside.

They are answerable to the interest group. They are also answerable to the political authority. So, they must also pay attention to the public accountability and what public wants from the government in terms of the public service delivery and what is that they are looking forward from the government in terms of a betterment of the society. Okay, so that's why we say the active role to be played by the politics and the government entities in ensuring public service delivery. So in this case, we need to be very, very clear about that what government organizations and public organizations stands for, what is the purpose, why they are working, What is the rationale behind their decision making in terms of policy making and implementation? It has to be in alignment in the values, ethos and motives of public service delivery.

So, it's very, very important. So, in addition to what private sector organizations are dealing with in terms of quality, security and liability, public sector managers also need to take care of the interest of the public in general. Okay, now we have discussed about the aspects of NPM reforms, the advantages and disadvantages and discussion that I have just made some time back. This has actually brought us to another focus which is focus on the movement from NPM to collaborative governance because we have talked about disadvantages now we have to also talk about if not that's not the case if NPM cannot work as what NPM doctrinal component says what is required to be done and why that shift is there. So various disadvantages that we have discussed about the NPM reforms they have led to the post NPM reforms new public management reforms. Now, the major focus of post-NPM reforms was to bring back public sector organization to the state of better integration and coordination, which if you recall under NPM has led to disintegration and fragmentation of the organizations.

Now, if you can recall that we discussed about as per Christopher Hood, the disintegration and the fragmentation of the organization as per specializations, you know, and then they were made to work as per specialized unit. Now, post-NPM reform require, the objective of the post-NPM reform require that the public organizations, they be start focusing on better integration and coordination. So, collaboration, coordination is what the objective of post-NPM reforms talks about. Then, the public policies and the programs service delivery, it require increased coordination and coherence in the form of governance through collaboration, meaning more emphasis on partnership and governance. Now, another important need for integration with respect to the integrated

response of the government to deal with Wicked issues, Responsive Administration, when they confront or they face the problems which cannot be solved by one particular organization and the redressal of that requires that the organization goes beyond their specialization silos to deal with these kind of problems, the government's response of administration through achieving the shared goal is very, very important and that's the objective of post-NPM reforms.

So, more collaboration and coordination is required at the level of the organization to look for the various collaboration in the networks so that the shared objectives can be achieved, shared goals can be achieved. Another very crucial aspect of the reform is related to public participation in governance. Giving the opportunities and the platform to the public to participate in the governance related aspect. Now in simple terms, if you look at the public participation, it means direct and indirect involvement of different stakeholders with various government agencies, businesses and non-profit organizations in relation to decision making with respect to public policies, programs and plans which are of public concern. Because these programs, these policies and plans are for the betterment of the public.

So it is better they should be given the opportunities and the platforms wherein they can actually have their say and they can contribute in that particular decision making with respect to policies and programs. Because these formation, adoption and implementation of laws, policies, it actually directly impact the general public. So, public participation in governance is another important objective of the post NPM. Interesting to know is how these participation take place.

It is easier said than done. Okay, public should participate. What are the ways? Do we have some platforms? What are the opportunities where these public can participate in the government decision making with respect to public policy and implementation? Now, some of the platforms which are highlighted are the town hall meetings, public hearings, consultations, citizen survey, etc. What is the objective? The objective here is to better understand the public concerns and design and implement policies, programs and plan which cater to the needs of public at large. Now, this participation can take place directly or indirectly through elected representatives. In some cases, it is not that possible that each and every person in the public is given a chance to have a say, but there could be elected representatives who actually represent the public at large in the government decision making.

These elected officials, representatives, not officials, sorry, these elected representatives that then pass on the concerns of the public to the public organizations and the government to pass on what they want from the government agencies. Next, the objective of NPM reforms or governance through network challenge the hierarchical form of governance, which is closely associated with the market firms under NPM

reforms. Now, the major aim of the governance through networks is to deal with increasing complexity and resulting expansion of 'Wicked problems' and messy problems. Now, the solution of these problems often require that we take care of the governance through network and cooperation among the various networks. So, governance and networks, governance and cooperation among various networks is very very important because solution to these messy problems often require bringing together resources.

What kind of resources? Financial resources, expertise in terms of knowledge, technology expertise from different stakeholders. So, the governance through network include collaborative partnership between various actors from different sectors such as public, private, not profit organizations. Now this governance through network is considered to be innovative modes of governance with a focus on inclusive and efficient institutional arrangements to take care of the various issues of public and societal concerns. So the various objective which I have just highlighted here are coordination and collaboration in terms of policy making and service delivery, responsive administration, public participation and governance, governance through networks, cooperation among various problems, because the issues like 'Wicked problems' or messy problems, with the problems which cannot be easily defined, this require problem solving by the ways other than promoted by NPM. Now, some of the NPM, post NPM reforms include, which are listed here, new value, sorry, public value management, new public governance, new public service and hybrid form of governance.

I'll just give you a very brief of about these particular post NPM reforms. Public value management. Now, if you compare new public management reforms with traditional forms of public administration, you will notice the trade-offs by NPM reforms with respect to more emphasis on efficiency objective, neglecting or sidelining the effectiveness of delivering public service. Remember, we had a discussion on democracy. The principles of democracy such as where the justice fairness and equity has to be you know be prioritized in terms of public service delivery implementation and design it is important that this particular aspect takes a priority.

According to Stoker, 2006, page 56, the citation number 2 here on this slide, in an article published in the American Review of Public Administration, and I quote the exact lines from the paper, The public value management paradigm as a part of a wider network governance argued that legitimate democracy and effective management are partners. So, we cannot say that because we have to take care of the efficiency aspects of the functioning, we ignore the democratic principles. On the other hand, we also cannot say that because of the democracies, we have to ignore efficiencies. So, it says that they are part, they have to be partners, they go hand in hand, one cannot take a priority over the other, both has to be balanced and taken care of. Now, by this public value management,

it includes following legitimate democracy by letting many stakeholders participate in the decision making, effective delivery, implementation of policies and programs.

Because with the help of this, they will have a better understanding of what is required to be done in terms of the betterment of society at large. Now, though maintaining the balance between democracy and effective management is not easy, how it can be done? Regular review by all the stakeholders involved, right? It can be the government organization, private organization, NGOs, the citizens group, the interest groups. Political authority, they can review this by regular review in the meetings which is central to the public value management, the strength of public value management lies in its ability to redefine and balance the challenges of efficiency, accountability and equity. This is the idea of new public value management. Now, let us talk about the idea of new public service as opposed to NPM reform.

The idea of new public service is to build communities, engage citizens and making government work effectively by explicit focus and consideration of new public service on democratic values and citizenship. Now, according to Robert Denhardt and Janet Denhardt, 2003, the reference citation number six on this slide here, some of the principle of new public service include, that public servants helping citizens to meet their shared interest. So, the public servants need to consider the citizens for the welfare of greater good. They should consider the citizens as the beneficiaries of the public service delivery. So, they have to meet the shared interest meaning that what is required by the public.

Now, creation of the shared interest and shared responsibility, it is not only that they are beneficiary, they are equally responsible for also that. So, public, when they are participating in the decision-making process of policy-making and implementation, they also have shared responsibility. Another principle of new public service is also include focus on collaborative efforts and collaborative process of design and implement public policies and public programs meeting public needs. In this case, they say that new public service, the prime importance is to public interest, which is a result of the discussion on shared values rather than aggregation of the individual interest. Now, when we talk about the public participation, this participation should not only be prioritizing the opinions, ideas and the contribution by few groups, influential people in the society.

It should be taken into consideration that the larger view is taken into decision making and which is going to benefit a larger number of people in the society. So, it should not be only based on few individual interest. The new public service says that the large number of people in the society and meaning public should be beneficiary of the public service. Public servants must focus on community values, political norms, professional standards and the citizen's interest. So, the meaningful contribution by public servants and the citizen to society can go a long way in taking care of the public interest.

So, public servant as well as the public should understand their duties, responsibilities and make full contributions which are meaningful, which can go a long way in taking care of the public interest.