



Changes and current challenges in Public Administration

Focusing on the shifts in management modes of public service organizations, value generation logics of public service delivery, and performance management applied to governance

Vincenzo Vignieri, *PhD*

Post-doctoral Researcher in Business and Public Management

PhD in Business and Public Management

Department of Political Sciences and International Relations

University of Palermo, Italy.

vincenzovignieri.com

vincenzo.vignieri@unipa.it

vincenzo.vignieri@gmail.com

Performance Management in the Public Sector (12 ECTS)

Master of Science in Public Management

Department of Political Sciences and International Relations (DEMS), UniPa.



Changes and current challenges in Public Administration

Agenda

1. Old Public Administration, New Public Management and Public Governance: three shifts in the management modes of public service organizations.
2. The specific complexity of Public Service delivery in the context of governance: is it co-production or co-creation of value?
3. Spanning the boundaries of Performance Management in the public sector: from single organization focus towards an interinstitutional perspective

Three shift in dominant modes of Public Administration

Overview

- Background and introduction
- The old Public Administration
- From old Public Administration to New Public Management: drivers of change
- Conceptualizing New Public Management
- Main traits of New Public Management
- Limitations, failures, and missed promises of NPM
- Public Governance
- Conclusion
- Outlook

Background and introduction

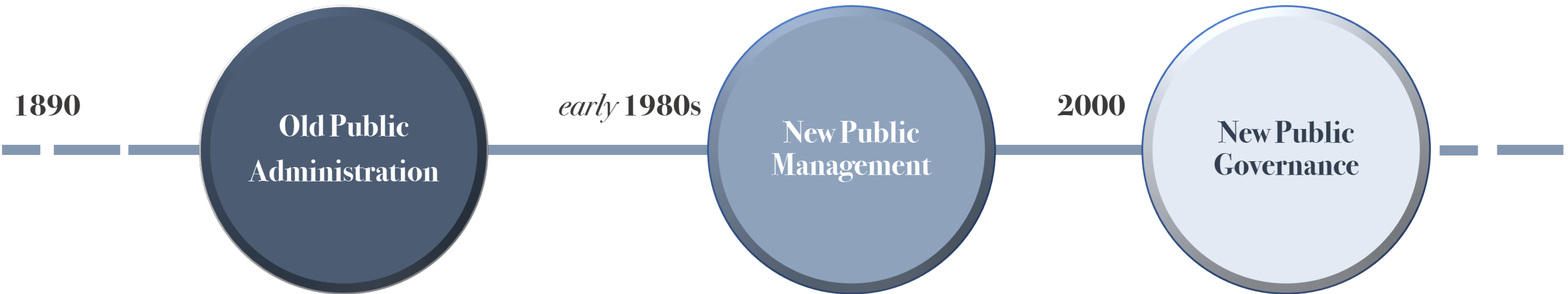
- Most of the great events occurred in our society were probably achieved through a significant contribution of what we today would call public administration.
- Wilson, W. 1887. The Study of Administration. *Political Science Quarterly*, 2(2): 197–222.
- There's not *a single theory* of Public Administration. Public administration consists of a body of knowledge to which particular theories have contributed through the decades.

Background and introduction

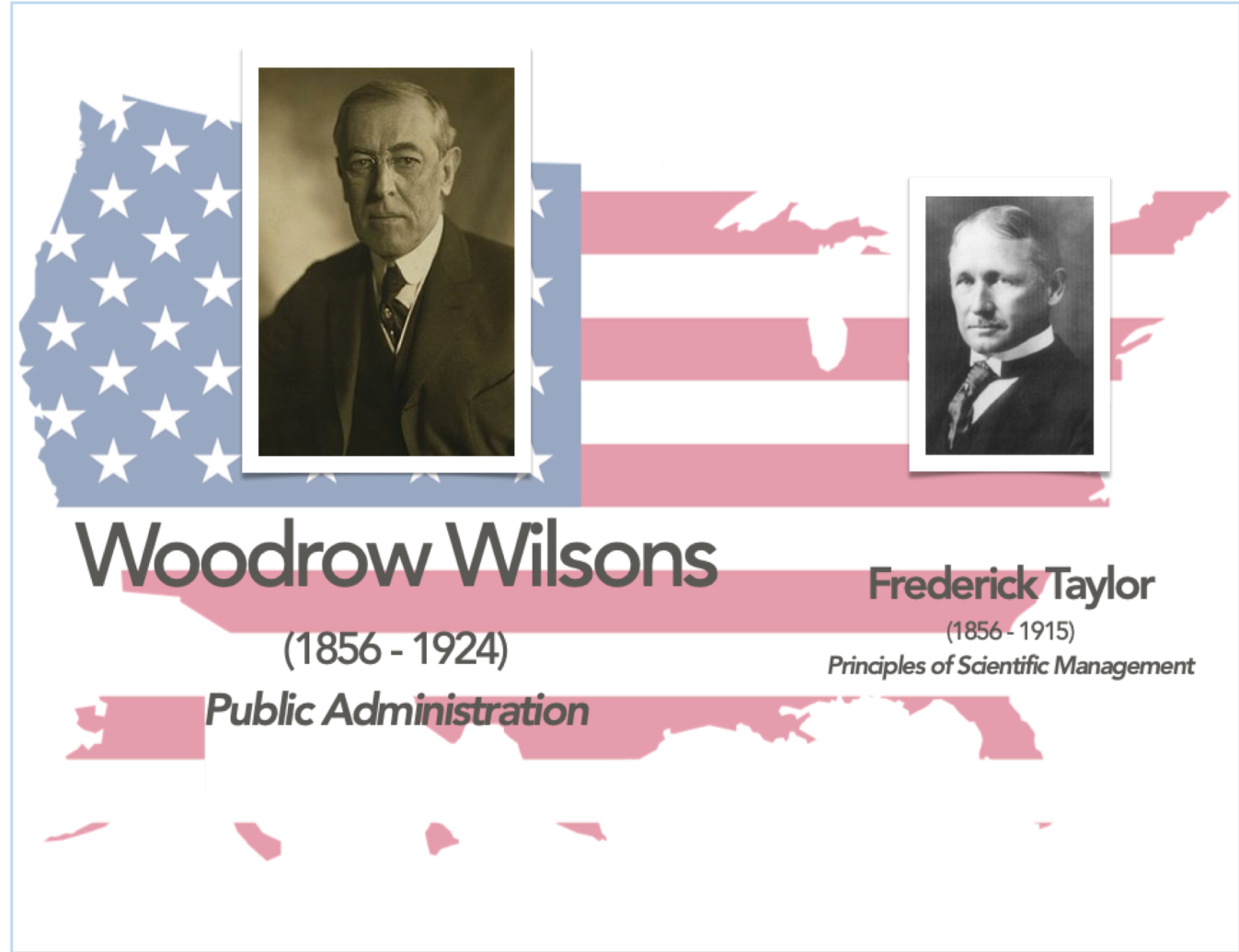
Public Administration has actually passed through three dominant modes:

- a longer, pre-eminent one of Public Administration, from the early 1900s to the 1980s;
- a second mode, of the New Public Management, from the 1980s to the 2000s;
- and, recently an emergent third one, the Public Governance.

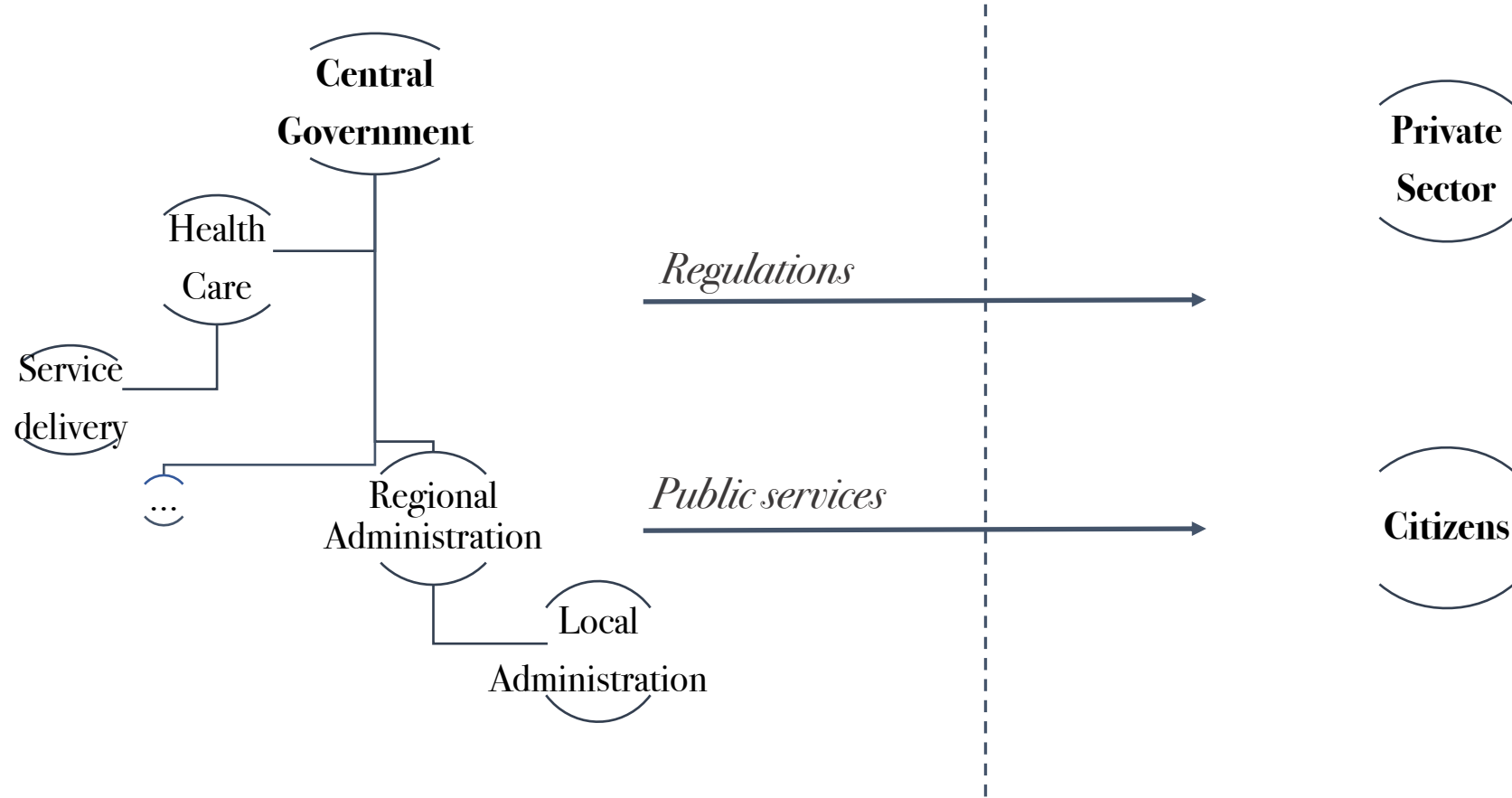
Three management modes of Public Service Organizations



Who's behind the Old Public Administration



Old Public Administration: a schematic representation



1900

1980

Key elements of Old Public Administration

<p>The key elements of Old Public Administration (Osborne, 2006: 378)</p>	<ul style="list-style-type: none">• the dominance of the “rule of law”;• a focus on administering set rules and guidelines;• a central role for the bureaucracy in policy making and implementation;• the “politics–administration” split within public organizations;• a commitment to incremental budgeting;• the hegemony of the professional in the service delivery system.
<p>Principles of Old Public Administration (Pollitt et al., 2007a: 3)</p>	<ul style="list-style-type: none">• hierarchy and rules;• permanence and stability;• an institutionalized civil service;• internal regulation;• equality.

Drivers of New Public Management

Contextual driving forces	Theoretical driving forces
<ul style="list-style-type: none">• Fiscal crisis faced by governments• Plethora of public institutions and agencies• Inefficiencies• Non accountable system• Innovation in technology and information• Globalization and market competition• Demand for quality in public service delivery	<ul style="list-style-type: none">• Neo-liberal view (Von Hayek,• Public choice theory• Transaction costs theory• Principal-agent theory• Thatcherism

Elements of New Public Management

- Private-sector management practices
- Hands-on management
- Arm's length organizations
- Policy implementation is organizationally distanced from the policy makers (as opposed to the 'inter-personal' distancing of the policy – administration split within PA)
- Focus on the entrepreneurial role of politics
- Inputs and output control
- Performance management and evaluation
- Service unit-based cost accounting
- The use of markets, competition and contracts for resource allocation and service delivery within public services

Conceptualizing New Public Management



early 1980s

2000

Main limitation of New Public Management

- Policy fragmentation
- Increased the distance between executive and politicians
- Outdated private sector management techniques
- Intragovernmental focus
- Input and output measurement
- Compression of democratic values in a pluralist and plural world

Main limitations of New Public Management

*Shift of mode
in Public Administration*

“different types of values,” “different types of policy-making process,” and
“different types of organization and stakeholder” (Bovaird, 2005, p. 218)



Public Governance

Public Governance

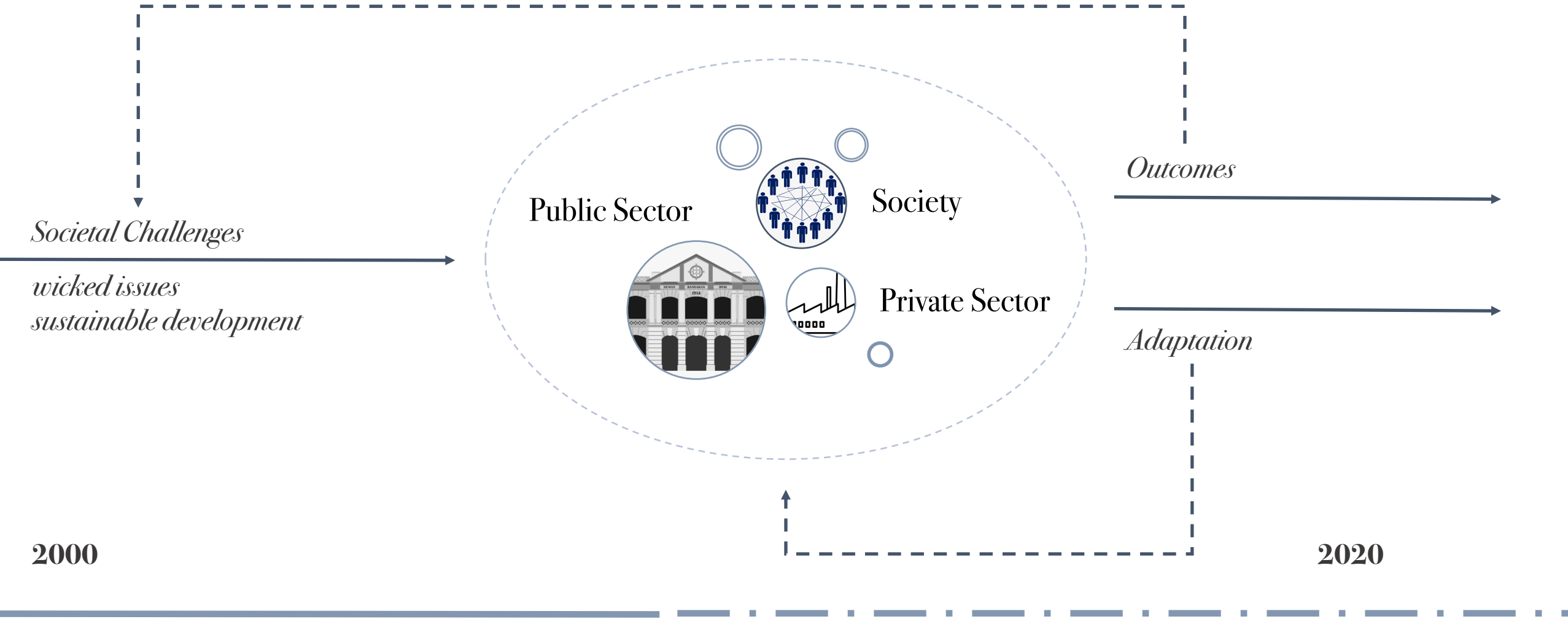
In the attempt to **tackle main limitations and pitfalls of NPM-oriented reforms**, the need for a **holistic approach** to address societal issues has emerged.

Scholars have termed the traits of these new **network relations** mostly as *governance*, *public governance*, *network governance*, and *new public governance*

Public Governance: some definitions

- the way in which stakeholders interact with each other in order to influence the outcomes of policies (Bovaird & Löffler, 2009, p. 7);
- “self-organizing inter-organizational networks” that function both with and without government to provide public services (Kickert, 1993, p. 199);
- governance is “about managing networks.” Governance as “minimal state, socio-cybernetic system and self-organizing networks” (Rhodes, 1997, p. 53);
- Frederickson (1999, p. 702) argued that “public administration is steadily moving [...] toward theories of cooperation, networking, governance, and institution building and maintenance”;

Public Governance



Public Governance: purposes and keywords

mitigating the limits of the NPM model

governance as a process

new effective ways to satisfy public needs

outcomes

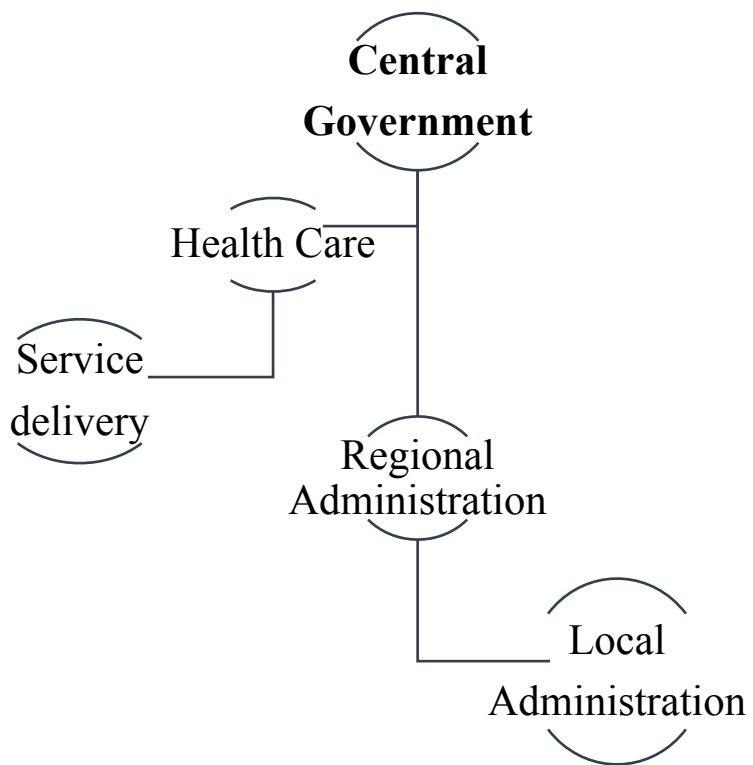
inter-institutional perspective on policy
design and implementation.

network relationships, stakeholders' engagement

coordination and collaboration between public
and private sector

Conclusion

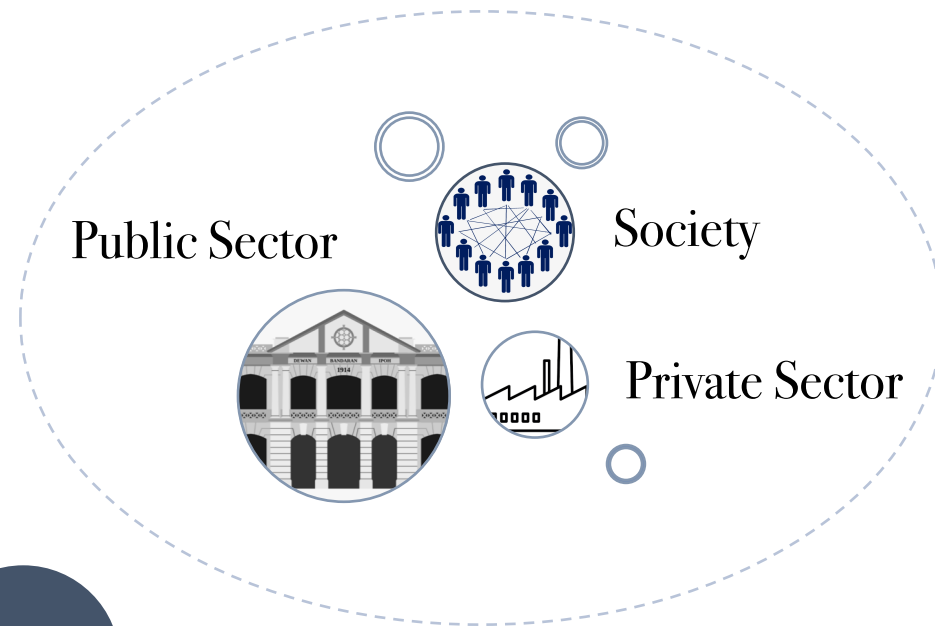
Aspects	Management modes of Public Administration		
	Old Public Administration	New Public Management	Public Governance
<i>Theoretical roots</i>	Political science and public policy	Rational/public choice theory and management studies	Organizational sociology and network theory
<i>Nature of the state</i>	Unitary	Disaggregated	Plural and pluralist
<i>Focus</i>	The policy system	Intra-organizational management	Inter-organizational governance
<i>Emphasis</i>	Policy implementation	Service inputs and outputs	Service processes and outcomes
<i>Relationship</i>	Potential elements of the policy system	Independent contractors within a competitive market-place	Preferred suppliers, and often inter-dependent agents within ongoing relationship
<i>Governance mechanism</i>	Hierarchy	The market and classical or neo-classical contracts	Trust or relational contracts
<i>Value base</i>	Public sector ethos	Efficacy of competition and the market-place	Neo-corporatist



1900



1970



2000

Outlook

New effective ways to satisfy public needs

Inter-institutional perspective on policy design and implementation.

Outcomes

Public service delivery logic in the context of governance
(lecture n.2)

Spanning the boundaries of Performance Management: from single organization focus towards an inter-institutional perspective
(lecture n.3)

References

- Barzelay, M. 2001. *The New Public Management: Improving Research and Policy Dialogue*. University of California Press.
<https://books.google.it/books?id=8xqYFPAXNZIC>.
- Borgonovi, E. 2002. *Principi e sistemi aziendali per le amministrazioni pubbliche*. Milano: EGEA. <https://books.google.it/books?id=ADM5AAAACAAJ>.
- Bouckaert, G., Peters, B., & Verhoest, K. 2010. *The Coordination of Public Sector Organizations: Shifting Patterns of Public Management*. Palgrave Macmillan UK.
<https://books.google.it/books?id=g1-8PwAACAAJ>.
- Bovaird, T. 2005. Public governance: balancing stakeholder power in a network society. *International Review of Administrative Sciences*, 71(2): 217–228.
- Bovaird, T., & Löffler, E. 2009. *Public management and governance* (2nd ed.). London: Routledge.
- Bryson, J. M., Crosby, B. C., & Bloomberg, L. 2014. Public value governance: Moving beyond traditional public administration and the new public management. *Public Administration Review*. <https://doi.org/10.1111/puar.12238>.

- Christensen, T., Lie, A., & Lægreid, P. 2008. Beyond new public management: agencification and regulatory reform in Norway. *Financial Accountability*, 24(1): 15–30.
- Dunleavy, P. 1991. *Democracy, Bureaucracy and Public Choice*. London: Routledge.
[https://doi.org/https://doi.org/10.4324/9781315835228](https://doi.org/10.4324/9781315835228).
- Dunleavy, P. 2005. New Public Management Is Dead--Long Live Digital-Era Governance. *Journal of Public Administration Research and Theory*, 16(3): 467–494.
- Dunleavy, P., & Hood, C. 1994. From old public administration to new public management. *Public Money & Management*, 14(3): 9–16.
- Emerson, K., & Nabatchi, T. 2015. *Collaborative governance regimes*. Washington, DC: Georgetown University Press.
- Ferlie, E., Ashburner, L., Fitzgerald, L., & Pettigrew, A. 1996. The New Public Management in Action.
<https://doi.org/10.1093/acprof:oso/9780198289029.001.0001>.
- Ferlie, Ewan, & Geraghty, K. J. 2009. Professionals in Public Service Organizations: Implications for Public Sector “Reforming.” In E Ferlie, L. E. Lynn, & C. Pollitt (Eds.), *The Oxford handbook of public management*. Oxford University Press.
- Frederickson, H. G. 1999. The repositioning of American public administration. *PS: Political Science & Politics*, 32(04): 701–712.

- Frederickson, H. G. 2009. Whatever Happened to Public Administration?: Governance, Governance Everywhere. In E. Ferlie, L. E. Lynn, & C. Pollitt (Eds.), *The Oxford handbook of public management*. Oxford, UK: Oxford University Press. <https://doi.org/10.1093/oxfordhb/9780199226443.003.0013>.
- Halligan, J. 2010. Post-NPM responses to disaggregation through coordinating horizontally and integrating governance. In P. Lægreid & K. Verhoest (Eds.), *Governance of public sector organizations*: 235–254. Springer.
- Hood, C. 1991. A Public Management for All Seasons? *Public Administration*, 69(1): 3–19.
- Hood, C. 1995. The “new public management” in the 1980s: Variations on a theme. *Accounting*, 20(2–3): 93–109.
- Hood, C. 2001. Public Management, New. *International Encyclopedia of the Social & Behavioral Sciences*. Oxford: Pergamon.
- Klijn, E. H. 2008. Governance and Governance Networks in Europe. *Public Management Review*, 10(4): 505–525.
- Osborne, S. 2006. The new public governance? *Public Management Review*, 8(3): 377–387.
- Pollitt, C., & Bouckaert, G. 2011. *Public Management Reform: A Comparative Analysis*. Oxford, UK: Oxford University Press. <https://books.google.it/books?id=E0fdN3KiPmgC>.
- Rhodes, R. A. W. 1996. The New Governance: Governing without Government. *Political Studies*, 44(4): 652–667.

Thanks

vincenzo.vignieri@gmail.com

Performance Management in the Public Sector (12 ECTS)
Master of Science in Public Management
Department of Political Sciences and International Relations (DEMS), UniPa.

