

Management of Public Administration Reforms

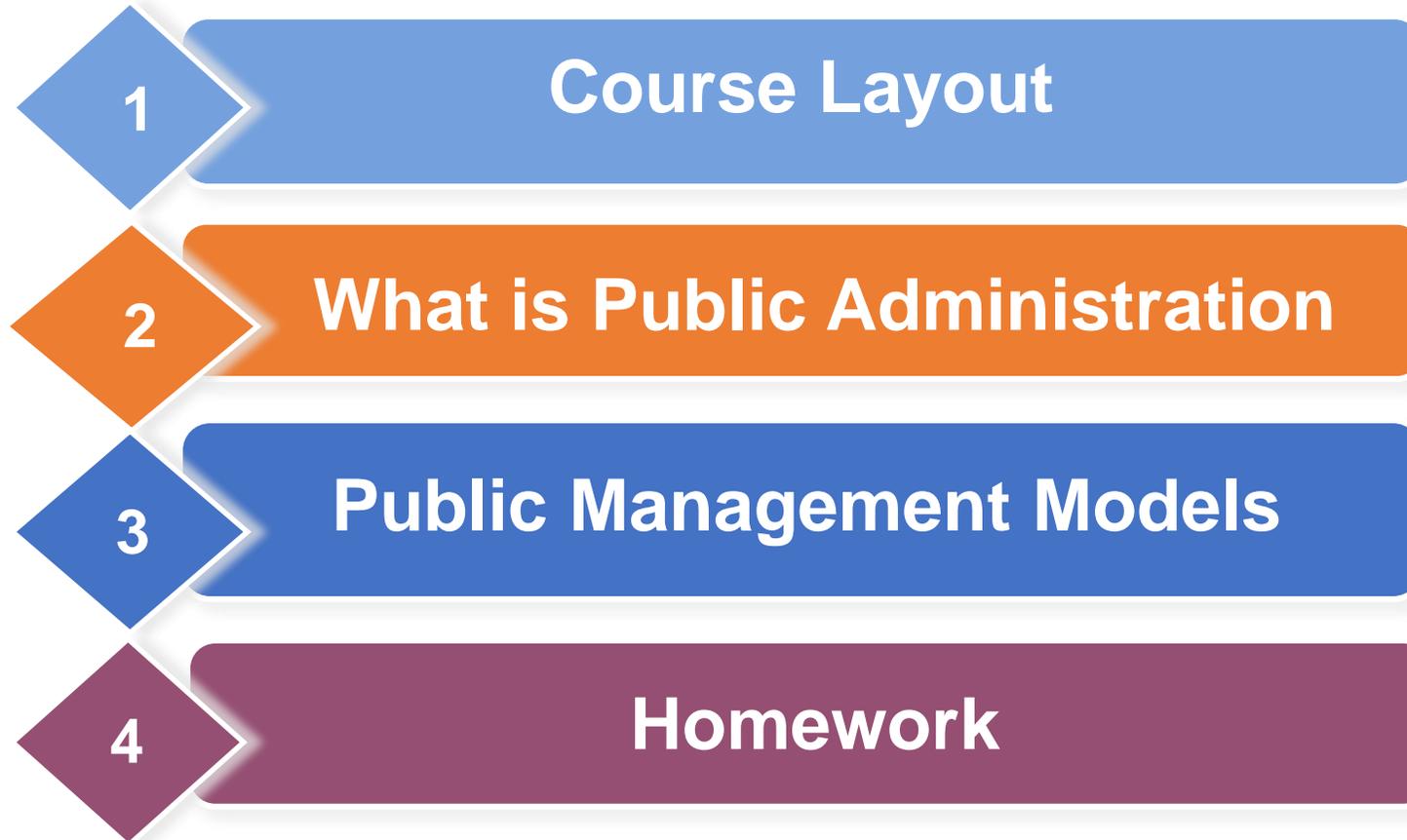
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Content



Course Layout

Activities	Points awarded to each activity
Attendance is mandatory 80%	1 point
Active participation	2 points
Written and Oral exam	27 points
In alternative to the exam the student could present an	
Individual project	27 points

Exam

• Written Exam

The written exam will be composed off three open- questions.
Minimum pass grade is 18.

• Oral Exam

Only those students who will pass the written exam will be
allowed to attend the oral exam.
The oral exam will include 2 questions.
The grade during the oral exam could increase of decrease, based
on student's answers.

Group and Individual Project Works

- Group or individual works can help students develop a host of skills that are extremely important in the professional world.
- Students could select among different topics like:
 - comparative case studies (countries, regions, cities, municipalities etc)
 - public administration reforms
 - the impact of the financial crisis in a particular country or group of countries
 - the role of the EU on a particular EU country
 - the role of the EU on countries that are willing to join the EU
 - other topics selected by the student

Why are group/individual works important?

Positive group works experiences have several contributions:

- promote critical thinking
- makes students more accountable
- share diverse perspectives
- develop their own voice and perspectives



Please, try to avoid this kind of behaviour!



The individual work should be from at least
10 pages long!

The grading system for group works will be
assigned individually!

What are some of the main differences between the public and the private sector?



Public and Private Sector: Differences

Characteristics	Public	Private
Ownership	Own collectively by members of political communities	Entrepreneurs / Shareholders
Funding	Taxation	Customers through prices for products/services
Control	Political forces	Market forces
Constraints	Political system	Economic system

Source: Public and Private Management: What's the difference?
George A. Boyne, 2002

What is organization?

Organization may be defined as the structure of authoritative and habitual personal interrelations in an administrative system.

What is management?

The action intended to achieve rational cooperation in an administrative system.

Is there any difference between what is intended to be implemented and the implementation process itself?

What is public?

Government/State

- Legal term -
- Structural-functional analysis: analysis the basic or enduring patterns of human needs, wants, dispositions, and expressions in any society.
- Culture: the entire complex of beliefs and ways of doing things of a society
- Public pertains to the effects of political authority

Public Administration

What is Public Administration?

- Public Administration is the organization and management of men and materials to achieve the purpose of government
- Public Administration is the art and science of management as applied to affairs of state
- A rational action, designed to maximize the realization of goals that are public by definition. A rational action is defined as action correctly calculated to realized given desired roles

Source: The Study of Public Administration.
Dwight Waldo 1955

- The term *Public Administration* has two usage:
 - a) An area of intellectual inquiry, a discipline or study
 - b) A process or activity: administrating public affairs

Public administration both as a *study* and as an *activity* is intended to maximize the realization of goals; and often the two blend into each other.

Administration is a type of cooperative human effort that *has high degree of rationality*.

What distinguishes administration from other types of cooperative human efforts?

- Sociologist perspective: the concept of bureaucracy
- Administrative perspective: organization and management

Public Management Reform

What is a Public Administration Reform?

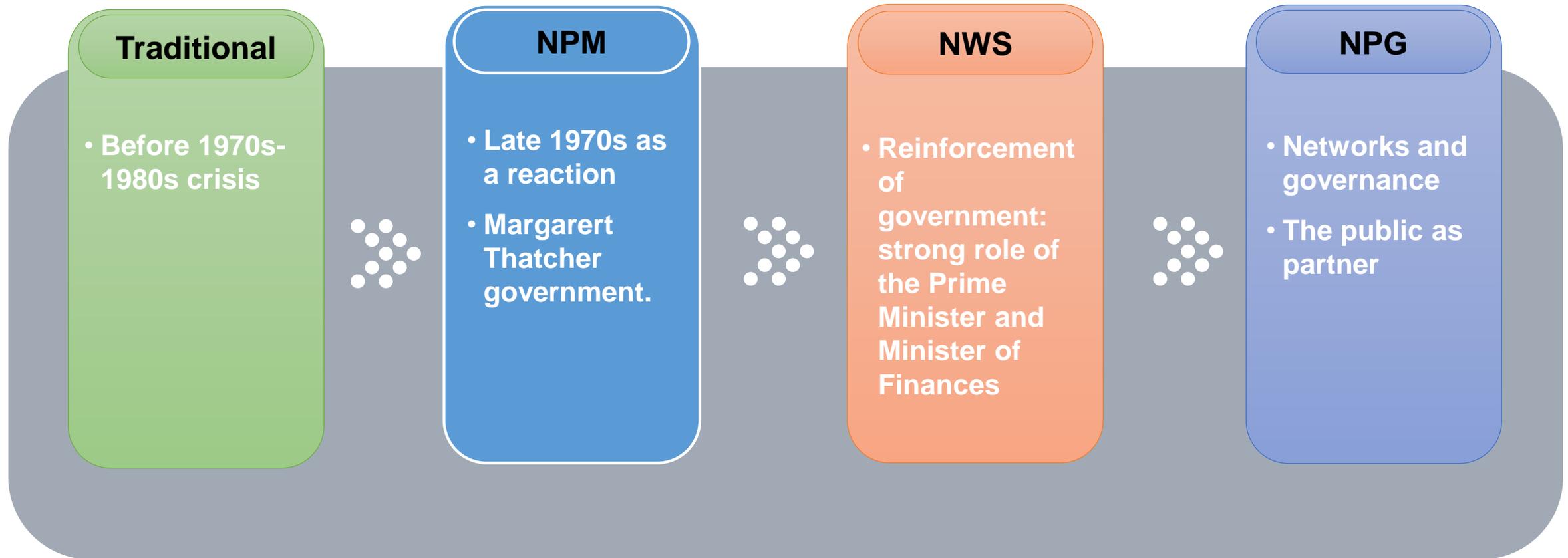
“Deliberate changes to the structures and processes of public sector organizations with the objective of getting them (in some sense) to run better”.

Source: PAR Model. A Comparative Analysis, NPM Governance and the Neo-Weberian State.
Pollitt and Bouckaert, 2011

Typology of Reforms		Meaning	Advantages	Disadvantages
Reforms that serve the “saving” objective	Cheese slice/ across the board cuts/ decrementalism or equal misery approach	Cutback of programs through top-down approach	Reinforcement of central finance ministries	Opportunistic decision-making process may arise and will have a negative impact on budget and performance
	Strategic cuts	Executive politicians decided through a well-designed strategy which program to cut	Politicians have direct control and strategic planes are put into action	Decision-making are distant from bodies who implement reforms. Lack of control tools. Ministers become directly visible and responsible for hard choices
Reforms that serve the “performance” objective	Performance information of annual budget	Along the different items will be an explanation	Its informative and willing to give information to different actors	It may be difficult to relate specific performances to specific financial allocations
	Change the format and the content of budget itself	Categorization of budgeting items based on performance-sensitive type	Detailed information about the costs and revenues	Require time, may face resistance to change
	Change the procedure of budgeting	Through altering the role of law in budgeting process, or by modifying the incentive system for budgeting actors	Makes the system more transparent and accountable	Might require more time for a proper implementation, resistance to change and lack of capacities

Source: Dr. Elona Guga’s elaboration

Evolution of Public Administration Models



Traditional Model

- Public processes are implemented in strict compliances with law and regulations, and with high levels of bureaucracy
- Strong role of the State. The State was seen as the only authority that was able to provide services to citizens
- Permanent public entities and public employment was seen as a life-time job
- Large and monolithic government with strong horizontal and vertical specialization
- Autocratic decision-making process

New Public Management (NPM)

- Focus of budgetary restraints: cost-cutting and efficiency
- Implementation of private sector characteristics like: customer orientation, competition in PA and introduction of market mechanisms
- “Do more with less”

These changes affect two levels:

- Top level: changes in the governmental level and citizens' role
- Bottom level: improvement of internal performance through market type practices and concepts

Theory 1: NPM is DEAD (unexpected consequences)

- Public sector less attractive
- Negative perceptions
- Did not match with cultural, ethical and political characteristics of public administration
- Mainly considered as an Anglo-American model rather than a model adaptable to other countries
- Decline of equity, transparency, accountability and ethics
- Decline of public trust on government
- In developing and transitional countries NPM cannot work!

Theory 2: NPM could work

Country context

- Political system
- Institutional building
- Governmental structures
- Socio-demographic state
- Corruption level
- Implementation capabilities
- Lack of coordination and control between public and private institutions
- Cultural context
- Time horizon of reforms implementation

New Weberian State/New Weberianism (NWS)

- Recentralizing public sector
- Unity of public administration
- Stability
- Regulation and administrative law
- Common public service culture

New Public Governance (NPG)

- Delivery of public services through public, private and third sectors organization
- Plural and pluralist state
- Networks
- Negotiation of values
- Confidence among stakeholders
- Partnerships and contractual relationships

Traditional Model (Weberianism)	New Public Management (NPM)	New Weberian State (NWS)	New Public Governance (NPG)
Powerful role of the state	Entrepreneurial State	Unity of Public Administration	Plural and Pluralist state
Unitary	Flexibility	Stability	Networks
A defined hierarchy and high levels of bureaucracy	Deregulation, Fragmentation and Decentralization	Regulation and administrative law	Negotiation of Values
Rules and guidelines for management	Private sector tools implemented in the Public sector	Unity	Multilevel coordination
Autocratic decision-making style	Democratic Values	Technocratic values	Social values
Hegemony of the professionals in public service delivery	Performance management, efficiency, and cost savings	Common Public services' culture	Creating confidence among stakeholders
Specialization and expertise as the basis for action	Implementation of policies are distant from policy-makers		Systematic context (Environment - PA)
Explicit distinction between private and public roles	Regulatory		Partnerships and contractual relationships
A commitment to incremental budgeting	The market and classic and neo classic contracts		

Source:

Hood, 1991; Christesen et al, 2007; Pollitt and Bouckaert, 2011; Randma liiv, 2008; Osborne, 2010; Karkatsoulis, 2010.

Homework for 27 September 2018

- Prepare a list of countries and group them according to the Public Management Model that is being implemented. Explain your reasoning.
- Which public management model do you think is the best? Which public management model is implementing the country you have selected?