



Title of the session: Excellency in public management for local development

Day and time: Day 5 (Fri, June 21) 10:45-12.30

Rationale of the session / objectives:

Talking about excellency in public management in an era of constrained resources sounds like a chimera. But there are plenty of examples that suggest that smart and innovative ideas might be successfully applied to public sector organizations to deliver more and better services with a limited economic impact. This session discusses how out-of-the-box ideas and managerial processes can have deep positive impacts on how public sector organizations do their business and, therefore, support local development.

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Public management more than government

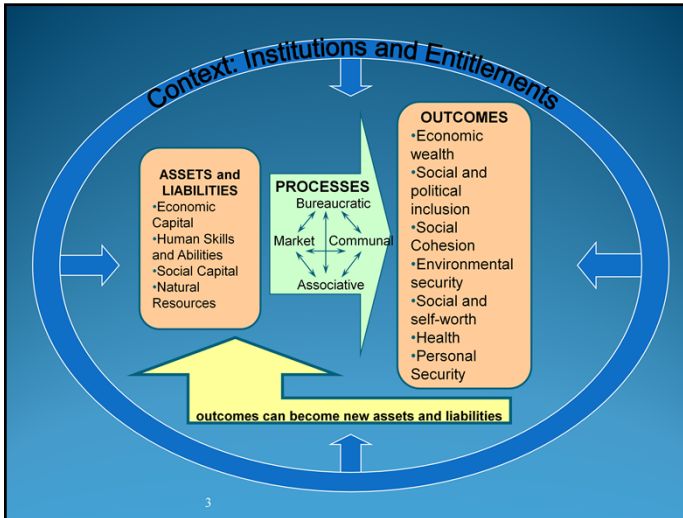


Public Management

Government

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- Public management innovation is often constrained by the narrow view of such management.
 - Public management as occurring via government organizations and agencies
- If we reconsider public management as one way to organize and co-ordinate action among a wide variety of ways, we see opportunities for community organization that are not apparent from a government agency view.



- Our research focus has been on communities – and the ways in which they organize themselves to get things done
- We started with a relatively simple framework about how this process operates
 - (S) Communities work with assets and liabilities
 - (S) That they reorganize via various governance processes
 - (S) to achieve desired outcomes
 - (S) These outcomes in turn can become new assets and liabilities that serve as new bases for desired outcomes.
- (S) This process works within the constraints and opportunities provided by a context of institutions and entitlements.
- Much of our focus was on the middle process – of governance
- And it is here that local public management considerations can be made



- These governance processes (reorganization of assets and liabilities) take place within a number of normative systems
 - Systems that are relatively coherent in what we can expect from others and they are likely to view their obligations to others
- It is these normative systems that co-ordination of behaviour becomes possible.
 - By guiding the actions of the actors in a relatively consistent fashion and
 - By structuring the expectations so that co-ordination can occur
- We have found it useful to think about these norms as four relatively coherent, but different systems.

(S) Market-based norms

Based on contractual relations – usually short term, exchange oriented, guided by supply and demand

Predominate in commercial interactions, housing markets, job markets, and all levels of trade relations

Distribution of resources and services is made on the basis of ones ability to trade and exchange

(S) Bureaucratic-based norms

Classic rational-legal relations as articulated by Weber

Guided by general principles and interlocking roles as reflected in by-laws and organigrams.

Predominate in corporations, public institutions, many NGOs

Distribution of resources and services is made according to one's assigned role and status (within and external to the organization)

If you meet the criteria (e.g. age class), you gain access to the resources – so long as you know the criteria and how to access them

(S) Associative-based norms

People come together and organize their activities around a common interest

Participate so long as this interest is being served – or is likely to be achieved

Predominate in voluntary organizations, social action groups, emergency responses

Distribution of resources and services under these normative systems is according to one's commitment to and support for the common interest

(S) Communal-based norms

People organize their behaviour with respect to family, ethnic, or other complex loyalties

Inclusion and exclusion usually guided by ascribed characteristics or strong identities

Don't have the single-focus outcomes as found in associative-based relations

Predominate in families, gangs, cults, etc.

Distribution of resources and services according to identity (often ascribed) and loyalty

All forms are necessary in a complex, changing environment - The more agile a group, household, or community is in being able to use all systems, the greater will be their capacity - especially under conditions of change. Each of them forms a basis for people working together.


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Propositions and Questions

Associative and Communal

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Market and Bureaucratic

- Where do conflicts occur?
- Where does reinforcement occur?
- How to transform Associative and Communal to Market and Bureaucratic?

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- These frameworks have directed our attention to a number of propositions for research.
 - Traditionally, rural people have been adept at organizing their communities using associative and communal-based norms.
 - If one needed to get things done, it was sufficient to go to the dominant farmer to straighten things out – often linked to kinship.
 - If a community event needed organizing, one could make use of a church, recreation, or other voluntary organization to get it done
 - With modernization, however, the authority for action (and for the distribution of resources) gradually shifted to operating within market or bureaucratic relations
 - If you didn't know how to prepare a request for proposal or business plan you were unlikely to get support
 - If your group didn't have a Board of Directors, it was less likely to be funded
- Communities that did not have the capacity to operate in market or bureaucratic relations were therefore at a disadvantage.
- Our policy-related research questions then became focused on the relationships among these normative systems and particularly how a community might increase its capacity in market and bureaucratic-based systems
 - Under what conditions do the various systems conflict?
 - e.g. Bureaucratic-based norms of the LAG L'Altra Romagna and the Market-based norms of the local farmers (don't deal with the Associations but with individual farmers)
 - Under what conditions do the various systems reinforce one another?
 - e.g. Market-based norms of the Acetaia San Donnino Balsamic Vinegar producer and the Communal-based norms of his family: father and nephew.
 - In what ways can strength in one system be transformed to strength in another (especially from Associative and Communal to Market and Bureaucratic)?
 - e.g. Associative and Market-based norms integrated by the Parmigiano Reggiano co-operative.



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Examples

- Japan: Herbs to restaurant
- Cap à l'aigle: Lilacs to festival
- Miramichi: Salmon to watershed stewardship
- Nelson: Hydro power to environmental trust
- Ste-Francoise management of pig farm
- Sfogline interest in traditional baking as basis for tourism and transportation enterprise
- Delta 2000: Use Tenders or Negotiation with public institutions

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- Delta 2000
 - Use of tenders or negotiation with public institutions
 - Example of flexibility in managing associative normative systems by bureaucratic-based system
 - Meeting fairness and accountability demands without undermining Associative motivation and energy.



Conclusions

- Innovation invisible if gov't alone
- Management can arise in different forms
- Rural strengths may be overlooked
- Bridge the normative systems
- Build capacity in all four systems

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- Opportunities for innovative public management may be invisible if we limit our interpretation of such management
- Management can arise in many different forms
- Policy analysis has a bias to bureaucratic forms of governance
 - Tends to treat rural places as weak in their capacity to self-organize
 - But the strengths may be in other normative systems – that produce the same results
- Challenge is to bridge the gaps between normative systems
 - Bureaucratic and associative
 - Bureaucratic concerned with fairness and accountability
 - Associative participation motivated by the objective
 - Need to adapt bureaucratic demands (e.g. LACs or Community Tables)
 - Market and associative
 - Co-ops
- Build all 4 capacities



Innovative public management: frameworks for community governance

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