



Working through Networks in the Age of Complexity: Trends and Implications for Civil Services



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Three moving targets for the public sector

- 1. Delivering 'Routine' Services
- 2. Solving (Unexpected) Crises
- 3. Re-inventing/Innovating Possible Futures

- These three moving targets will require to take networks seriously

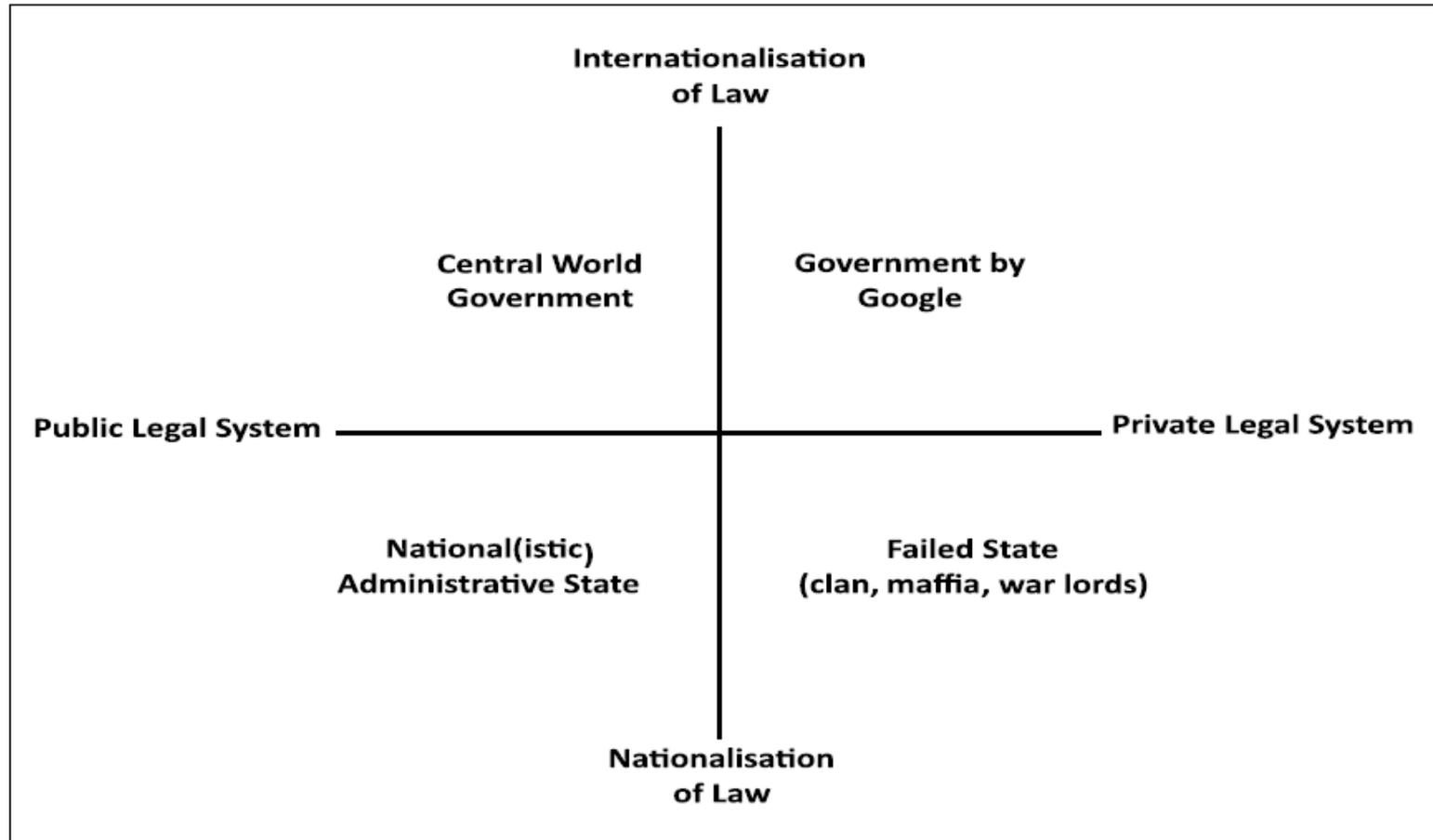
Delivering 'Routine' Services

- Digital new routines: AI, algorithms, connecting databases, new Standard Operating Procedures,
- Public service: societal partnerships with the public sector (reversed hierarchy: from public private partnerships to private public partnerships)
- Leaving no-one behind
- Equal treatment vs Citizen/customer with target group tailor made services
- Contracting out vs 'Performance' of the 'Hollow State'

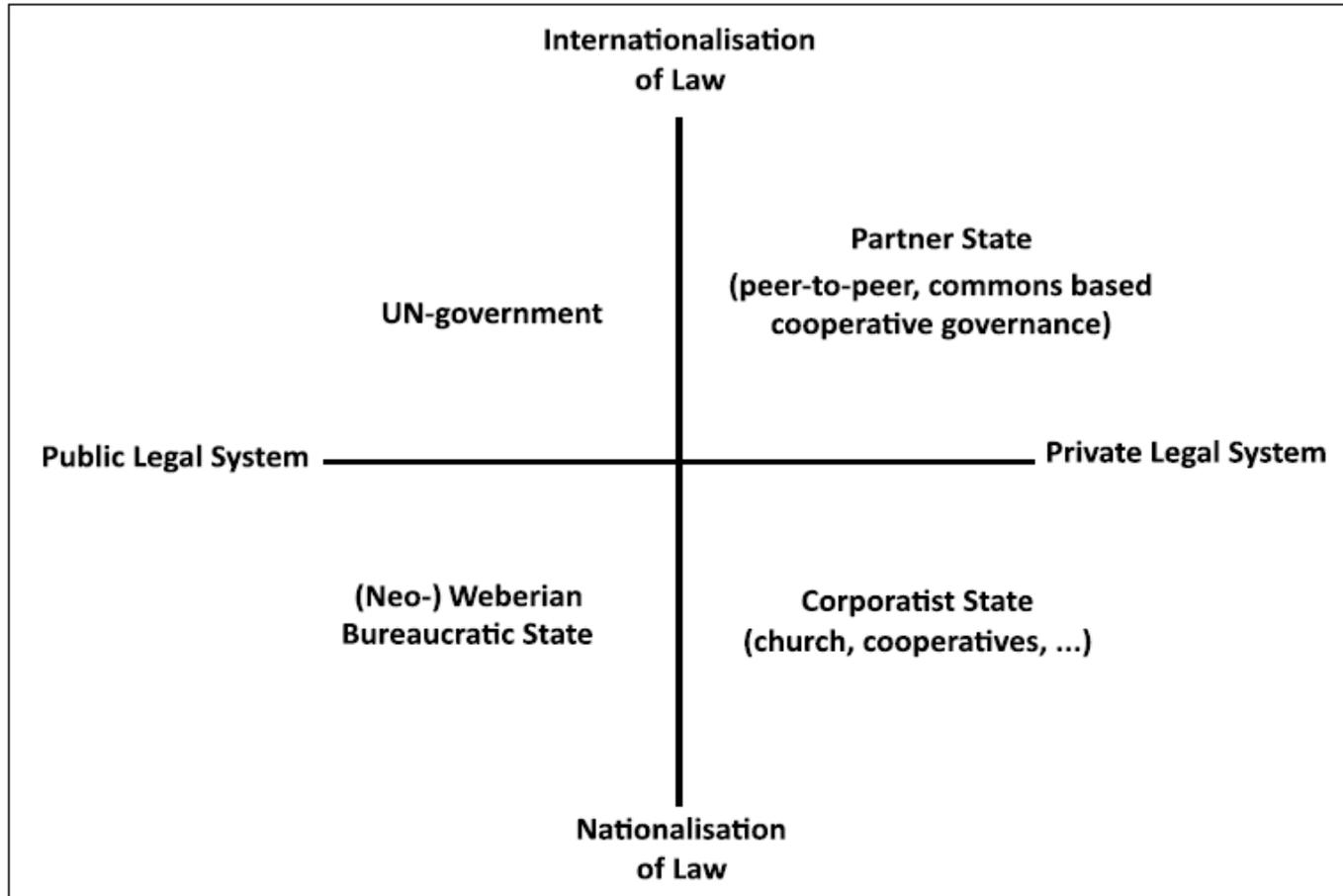
Solving (Unexpected) Crises

- 17 SDGs
- People, Planet, Prosperity, Peace, Partnerships
- Fragile States

Re-inventing/Innovating Possible Futures: Legal Futures (Dystopian)



Re-inventing/Innovating Possible Futures: Legal Futures (Utopian)



Innovation in central/federal HRM frameworks, strategies, programmes (OECD, 2016)

11.1. Innovation in central/federal government human resource management frameworks, strategies and programmes, 2016

	Competence framework	Training and development programmes	Recruitment strategy / guidelines	Performance assessment	Promotion criteria	Leadership development framework (or programme)	Mobility programmes	Innovation awards
Australia	○	○	○	○	○	○	●	●
Austria	○	●	●	○	○	●	●	●
Belgium	●	●	●	●	○	●	●	○
Canada	●	●	●	●	●	●	●	●
Chile	●	●	○	○	○	○	○	●
Czech Republic	○	●	●	●	●	●	○	○
Denmark	●	●	○	○	○	○	○	○
Estonia	●	●	○	○	○	●	○	○
Finland	●	●	○	○	○	●	○	●
France	○	●	○	○	○	●	○	●
Germany	○	●	○	○	○	○	○	●
Greece	●	●	●	●	●	●	○	○
Hungary	○	○	○	○	○	○	○	○
Iceland	○	○	○	○	○	○	○	○
Ireland	○	○	○	○	○	○	○	●
Israel	●	●	○	●	○	●	●	●
Italy	○	●	●	○	○	○	●	●
Japan	○	●	○	●	●	●	○	●
Korea	●	●	●	●	●	●	●	●
...	-	-	-	-	-	-	-	-

Three moving targets:

1. Delivering 'Routine' Services
2. Solving (Unexpected) Crises
3. Re-inventing/Innovating Possible Futures

Implications for civil services and schools of government

1. Changing Decision Making
2. Changing Contents of Policies
3. Changing from 'Hierarchy' to 'Hierarchy, Market, and Networks'

Changing Decision Making

Positive strategies:

- Participation: Investments, co-production
- New Centralisation (Debt Management, Fiscal Rules, ...)
and New Decentralisation (hiving off responsibility for service delivery, with less resources)

Negative strategies:

- Referenda based on 'alternative truths'
- Decreased political leadership, increased populism
- Direct political communication; Twitter decision-making
- Fragmentation of political parties
- 'Compromise' is bad

Changing contents of policies

Positive strategies

- Recognition of 'wicked' policy problems
- Recognition of connected 'global and local' problems: 17 SDGs

Negative strategies

- Less welfare state, exclusion
- Evidence of 'abandonment'
- Different globalization, different nationalism
- "It's the economy/social/ecology, stupid"

Changing from H to H, M, and N

Hierarchies (and markets) are necessary but not sufficient
Networks are needed

- Flexible (re-)assignments
- Multi-task skills, competencies, capabilities
- Public sector with changing partners
- Hybridity, requisite variety

Hierarchy

- **Base:** Authority and dominance
- **Purpose:** Consiously designed and controlled goals
- **Guidance, control, evaluation:** Top-down norms and standards, supervision, inspection, interventions
- **Role of Government:** Top-down rule-making and steering, dependent actors are controlled by rules
- **Resources needed:** Authority, power
- **Theoretical basis:** Weberian bureaucracy
- **Model:** (Neo)Weberian State (NWS) using HTM

Market

- **Base:** Exchange and competition
- **Purpose:** Spontaneously created results
- **Guidance, control, evaluation:** Supply and demand, price mechanisms, self-interest, profit and loss as evaluation, invisible hand
- **Role of Government:** Creator and guardian of markets, purchaser of goods/services, actors are independent
- **Resources needed:** Bargaining, information, power
- **Theoretical basis:** Neo-institutional economics
- **Model:** New Public Management (NPM) with MTM

Network

- **Base:** Cooperation and solidarity
- **Purpose:** Consciously designed purposes or spontaneously created results
- **Guidance, control, evaluation:** Shared values, common problem analyses, consensus, loyalty, reciprocity, trust, informal evaluation, reputation
- **Role of Government:** Network enabler, manager, participant
- **Resources needed:** Mutual cooperation, trust
- **Theoretical basis:** Network theory
- **Model:** New Public Governance (NPG) with NTM

Changing from H to H, M, and N

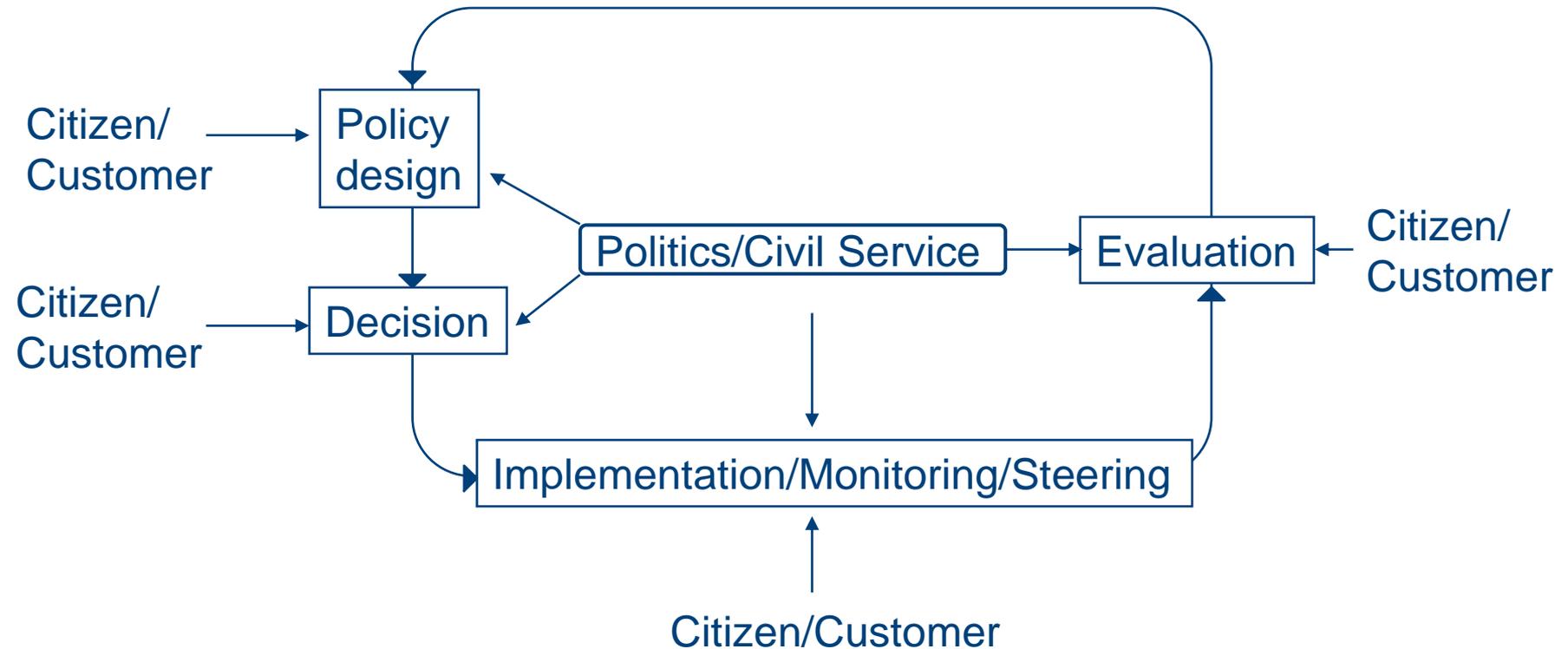
Positive strategies

- Changing from Management to (Complex) Governance
- Requisite variety of governance systems
- Horizontal and Vertical co-production
- Citizen/Societal Engagement

Negative strategies

- Shifting to dystopian legal frameworks
- Deconstructing the 'administrative state'
- Blaming strategies, scape goat strategies

Networks: Citizens/customers Engagement



Active Involvement of citizens/customers

IIAS

International Institute
of Administrative Sciences



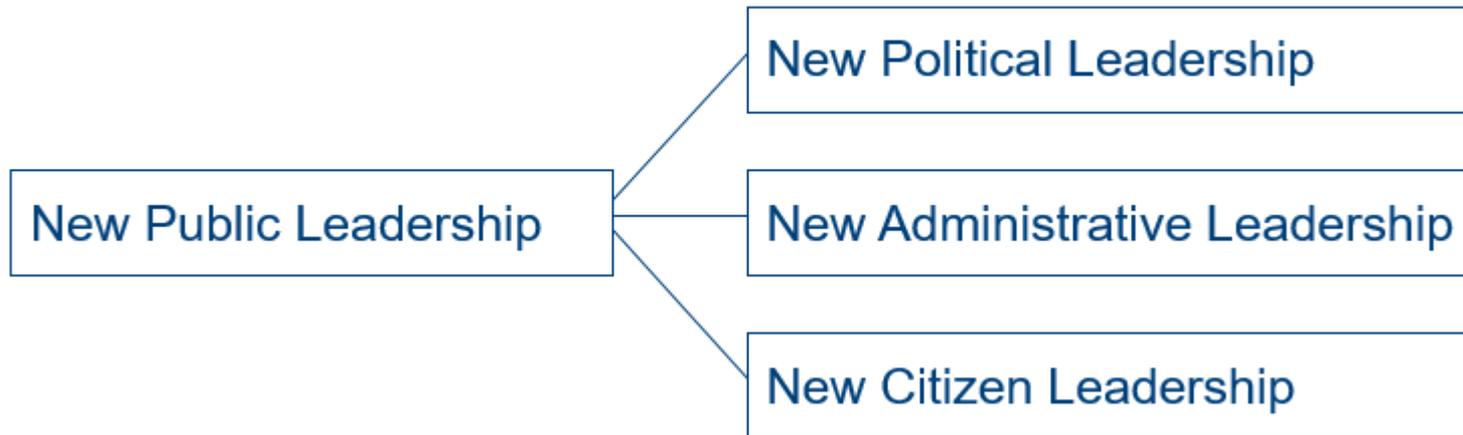
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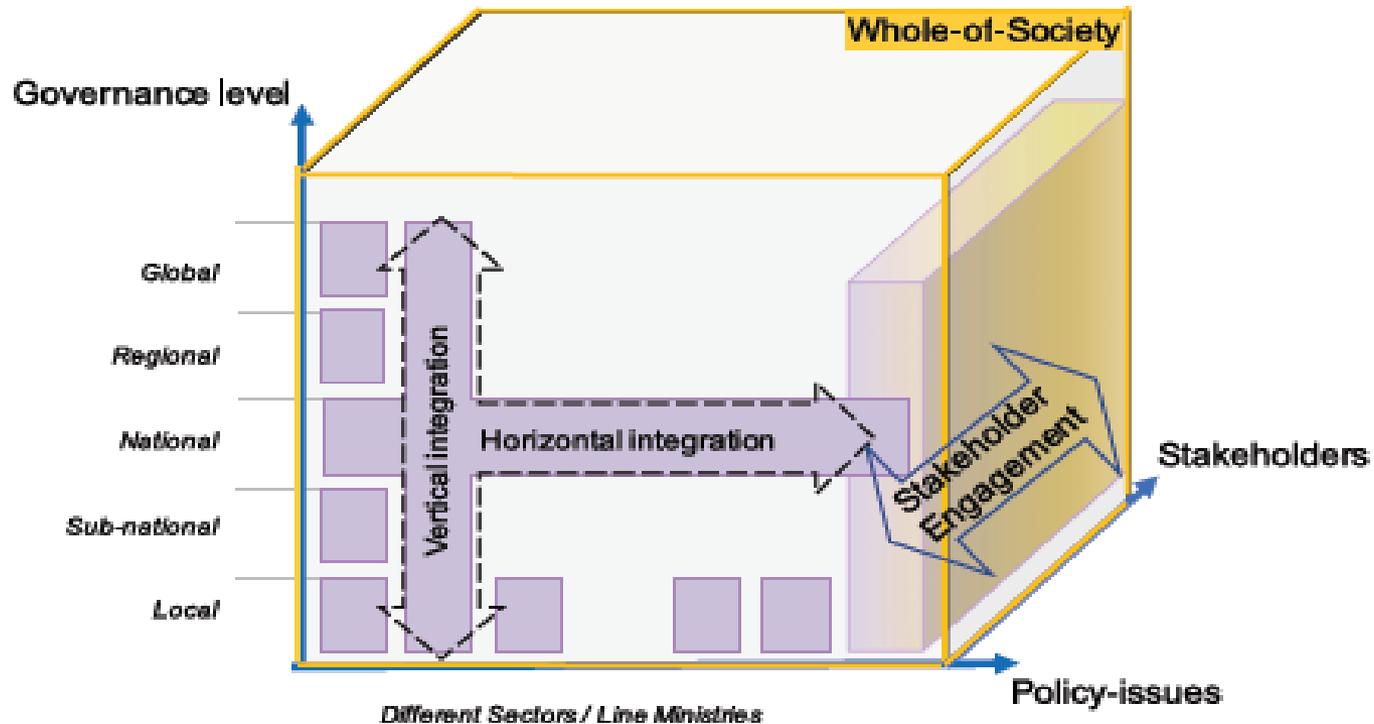
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H, M, and N: Leadership Networks



Networks: Whole-of-Government, Whole-of-Society (World Public Sector Report 2018)



In conclusion

In order to

1. Deliver 'Routine' Services
2. Solve (Unexpected) Crises
3. Re-invent/Innovate Possible Futures

Hierarchies will not suffice,

Hierarchies and markets will not suffice,

Networks are needed

In conclusion

Develop 'networks' (structures and members) to guide and drive for effective, accountable, and inclusive partnerships

Use 'networks' to integrate horizontally, vertically, and for citizen engagement

Combine 'networks' with 'hierarchies' and 'markets'

Ensure 'networks' that are responsible and accountable for performance, and with respect for public values

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