

Public Administration ...  
in times in which 'it is getting to  
be harder *to frame* a  
constitution than *to run* one'

Theo Toonen

*Professor of Institutional Governance and Public Administration*

*Dean, Faculty of Behavioral, Management and Social Science (BMS)*

*University of Twente – The Netherlands*

**'BMS: the Faculty of Social Science and Technology'**  
**Where Technology meets Life**

# “Strange Governance”\*

The next Intellectual Crisis in (global) Public Administration?

Theo Toonen

\* ‘I am sceptical. The governance is strange’  
prof Tommy Ko (NUS) in Facebook conversation with prof Ed Araral (NUS)

## Agenda

*Going with the flow in Public Sector Reform*

# From sectors to layers

in changing Worlds of (Government in) Action and Reform

Where am I coming from?

PA and Technology

Public Sector Reform

Administrative Capacity & the Quality of Government

Brief illustration

## Agenda

*understanding public administration  
is key to*

*Going with the flow in Public Sector Reform*

# From sectors to layers

in changing Worlds of (Government in) Action and Reform

Where am I coming from?

PA and Technology

Public Sector Reform

Administrative Capacity & the Quality of Government

Brief illustration





ENSCHEDE



Public Administration ...  
in times 'it is getting to be  
harder *to frame* a constitution  
than *to run* one'

any clue?

'It is getting to be harder  
to *run* a constitution  
than to frame one'  
(Woodrow Wilson, 1887:p.200)

'Administrative questions  
are not  
political questions'

## The development of PA

*as I have learned (2x) to see it*

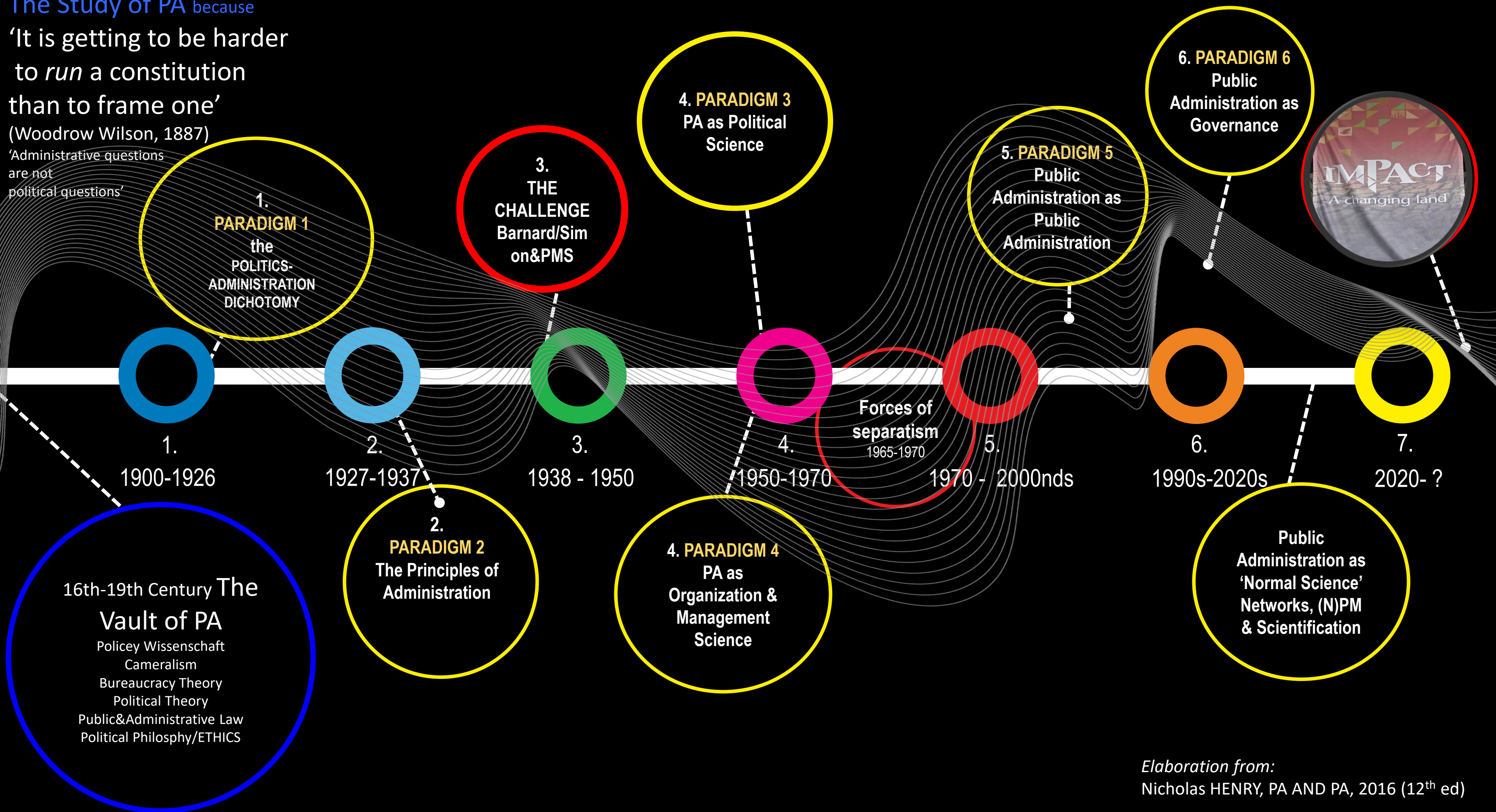
*Elaboration from:*  
Nicholas HENRY, PA AND PA, 2016 (12<sup>th</sup> ed)

The Study of PA because

'It is getting to be harder to run a constitution than to frame one'

(Woodrow Wilson, 1887)

'Administrative questions are not political questions'



Elaboration from:  
Nicholas HENRY, PA AND PA, 2016 (12<sup>th</sup> ed)



Nicholas Henry:

'The likely Limited Role  
of Technology' (p.93)  
in change and reform in PA and pa

???








Technology

=

Technical Artifact  
+  
Human Being  
+  
Institutional behavior

- ▣ “Law is as much part of the mode of production of a society as farmland or machinery. Farmland or machinery is nothing unless it operates, and law is integral part of its operation” (Berman, 1983)



YOU DON'T  
GET TO  
500 MILLION  
FRIENDS  
WITHOUT MAKING  
A FEW  
ENEMIES

Social  
Media



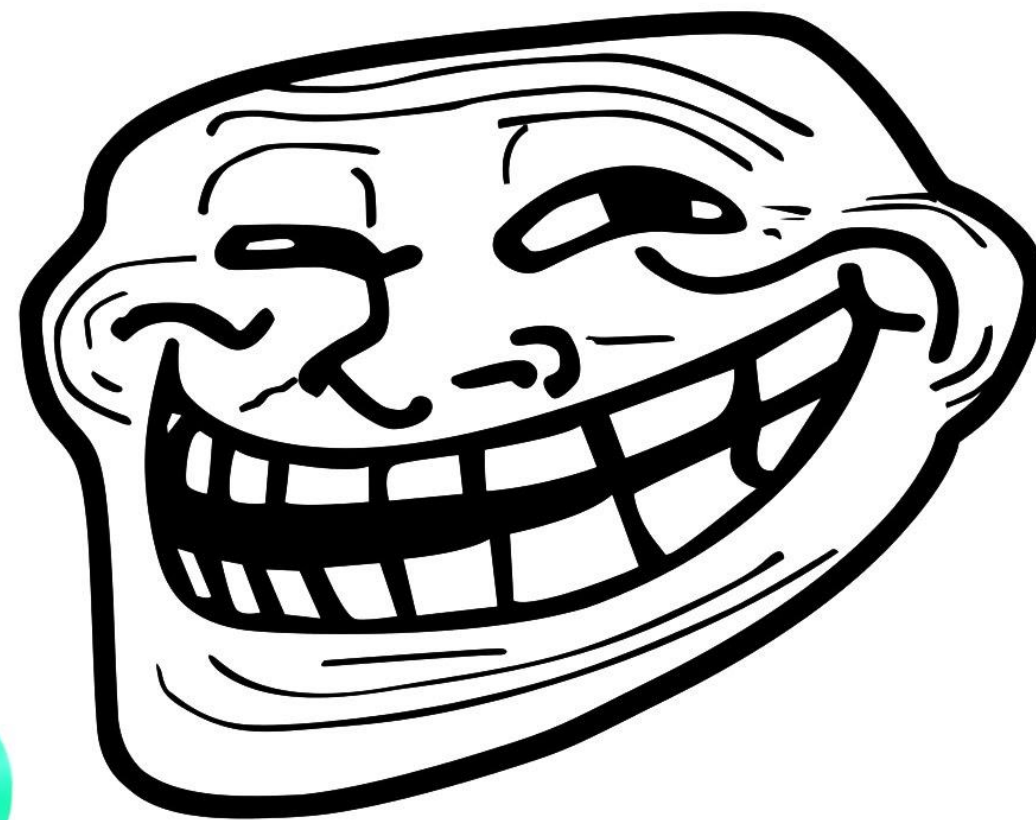
From  
**Technology of Hope...**





To....

THE SCIENCE OF  
INTERNET  
TROLLS



Also You, PA and pa.....

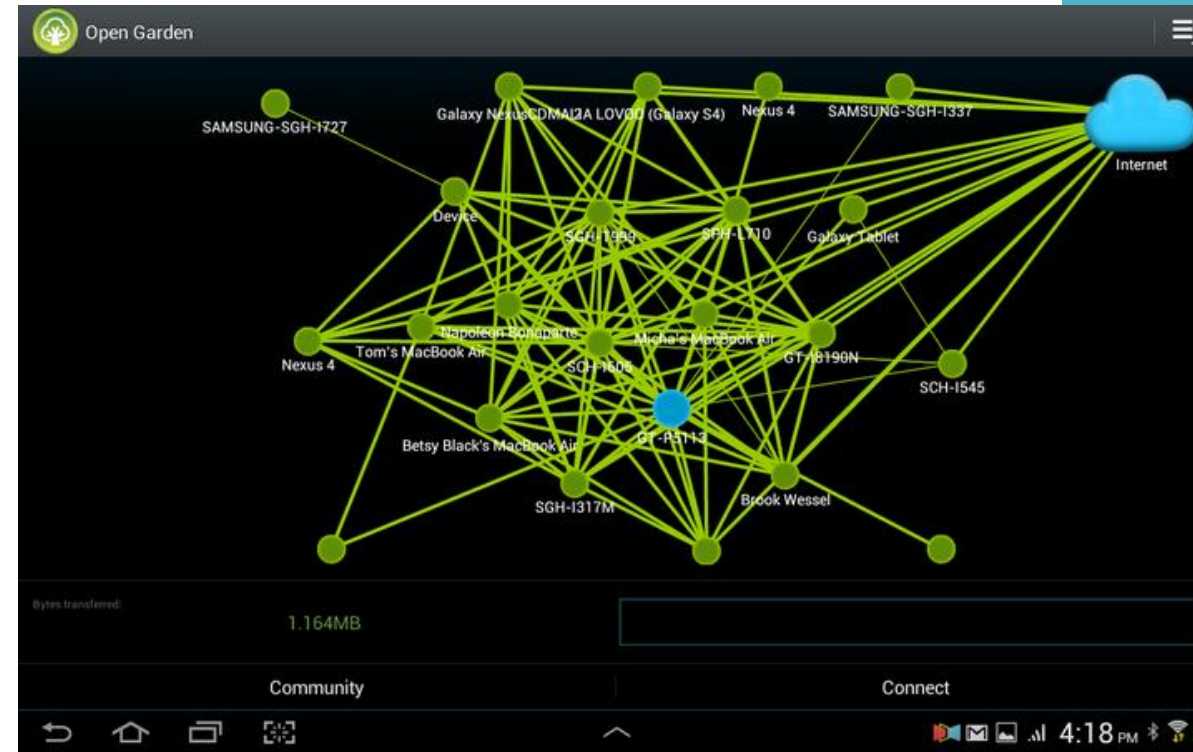
# 21 Technologies That Will Decentralize the World

By Nina Misuraca Ignaczak

February 19, 2014

Here are 21 innovations that will help make it happen:

1. Open Garden
2. Commotion Router
3. Twister
4. The Edison
5. BitCloud
6. The Internet of Things (IoT)
7. WunderBar
8. The Wireless Registry
9. Dot-Bit
10. Bitcoin
11. Ethereum
12. Smart Contracts
13. Smart Property
14. Peer to Peer Payments
15. Peer to Peer Lending
16. Crowdsourcing Civic Engagement
17. Civic Crowdfunding
18. Decentralized Urban Farming
19. FarmHack
20. MOOCS and Online Learning Platforms
21. Coming Soon: Identity, Trust and Data



Across the planet, new technologies and business models are decentralizing power and placing it in the hands of communities and individuals

# PA Themes, Technology & Infrastructure

## ‘Strong Men’ or a Future of ‘New Cooperatives’

Public Service  
Industries (PSI)

- From “Heavy Industry” to “Light Infrastructure”

Selforganisation

- From “Distributed Systems” to “Smart Grids” (in energy, water, health)

Learning and  
evolution

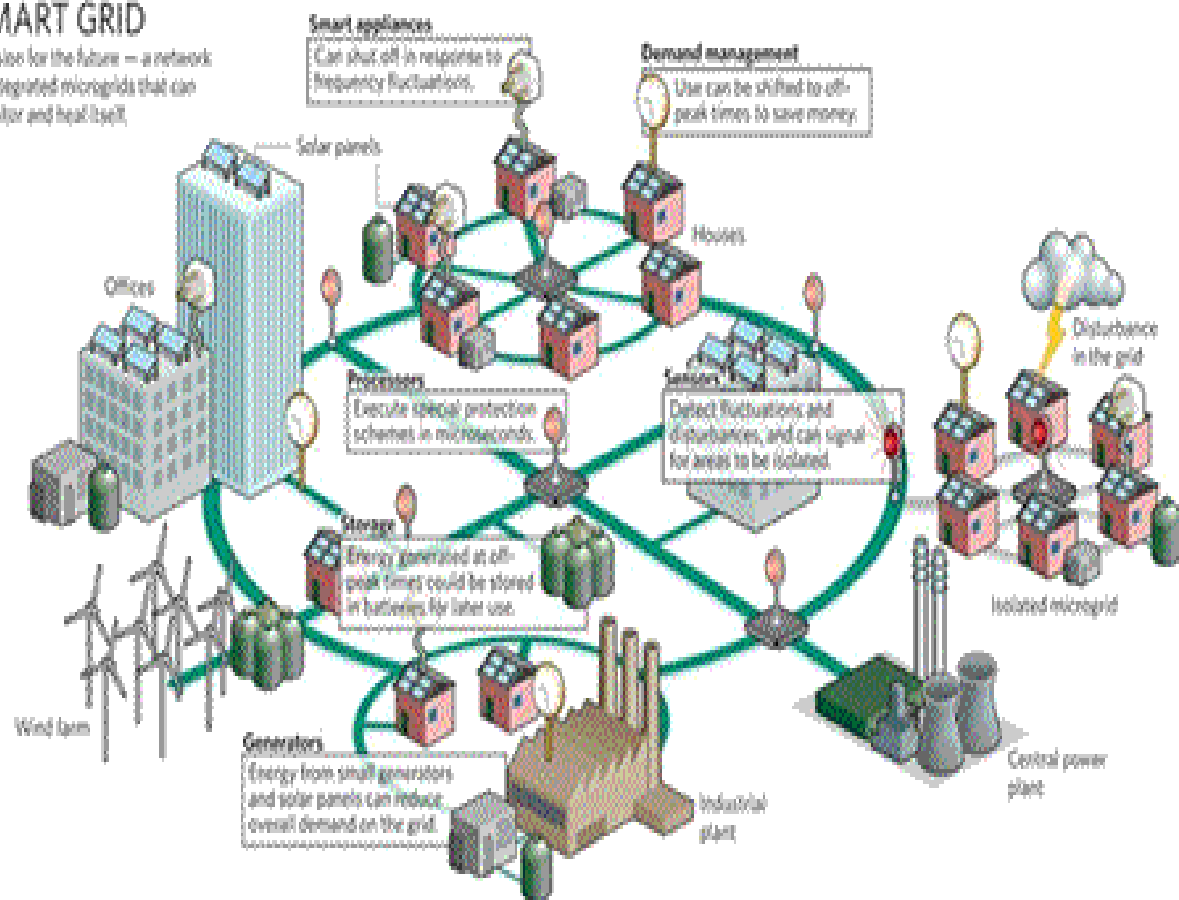
- From “information monopolies” to “big data and fuzzy networks”

Biology as an  
engineering  
science

- From “resource efficiency” to building new “common pools”

### SMART GRID

A vision for the future — a network of integrated microgrids that can monitor and heal itself.



Courtesy of ConsumerEnergyReport.com



# DEVOLUTION 21 TECHNOLOGIES THAT WILL DECENTRALIZE THE WORLD

From the 'Heavy Industry' to 'Light - but interconnected - Infrastructures' (Smart Grids)

Denationalisation of the welfare state

Technology driven decentralization

The Decentration of Governmental Governance (and those fighting it)

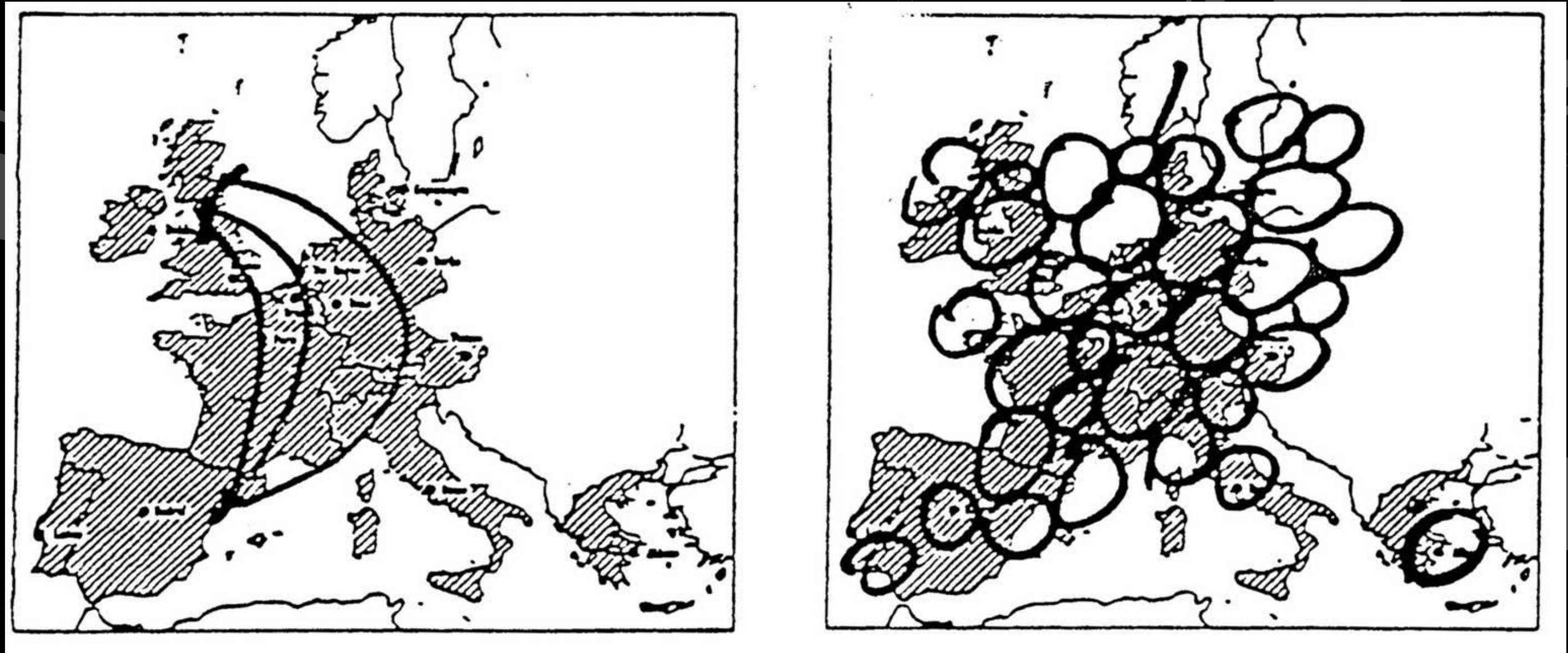


[A Metropolitan Revolution?](#)



1980s

# Blue Banana or European Grape?



The Metro Revolution : a long time coming

# GLOBALISATION: CHANGING FUNCTIONAL FOUNDATIONS OF URBANISATION (AND ADMINISTRATION) \_ FOOTLOOSE CITIES

Europe:

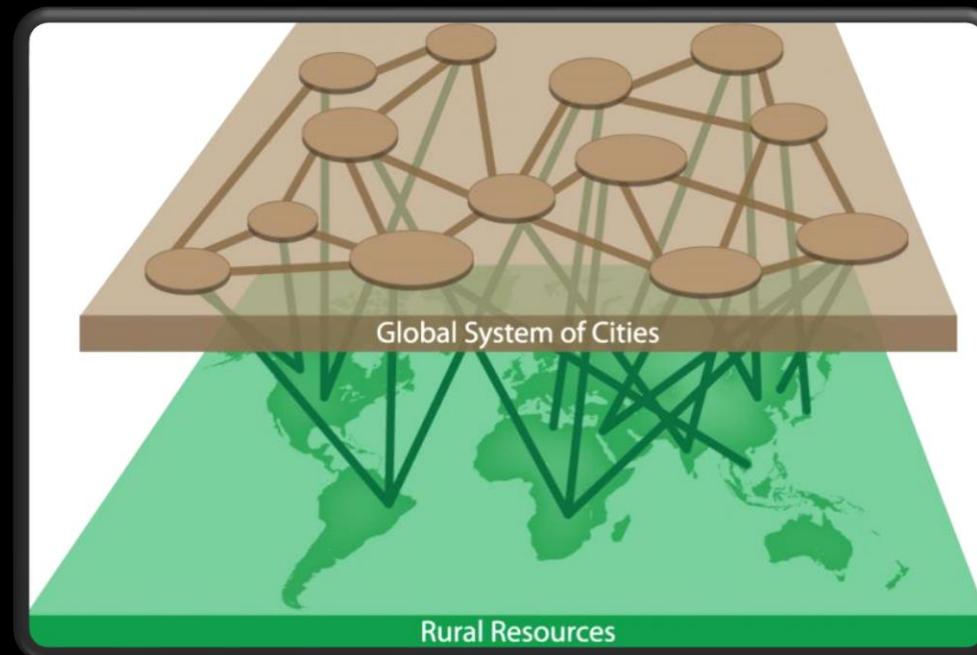
1980s: The Rise of the Meso

1990's: The New Regionalism

2000's: Hotspots in the KBE/KBS

2010's: Global Cities

2020's: Devolution of the State



[Global Regions&Metro Networks](#)

'All politics is local, all economics is global'





*Nested*

*Socio-Ecological & Human-Technological*

*Systems*





*Globalisation  
in conjunction with  
'Technologies that Decentralize the World'  
Leads to a need for*

In PA and pa



*Multi-Scaled  
Governance*

*(MSG)*

*by*

*Multi-Level Governments*

*(MLG)*



*Global Regions(Functional)*

*National (Patriottic)*

*Provincial (Historic)*

*Urban (Cosmopolitain)*

*Local (Communitaristic)*



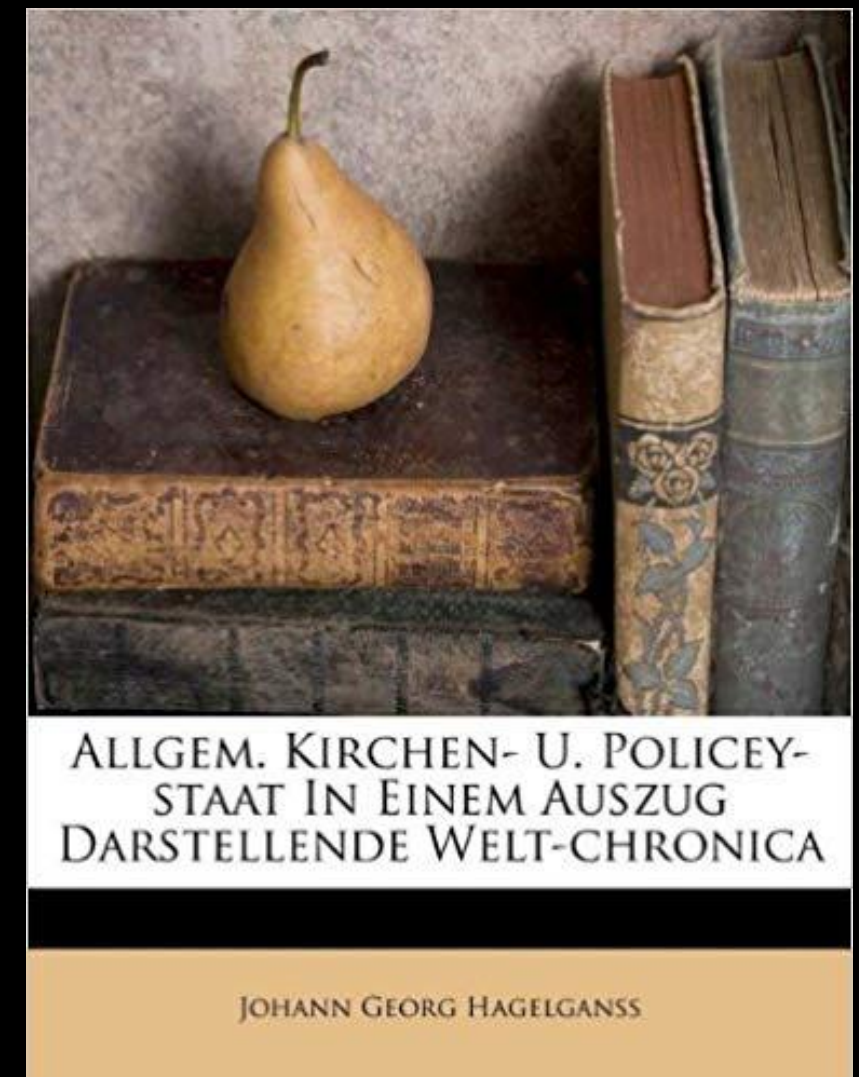
Institutional Transformation – identities adrift

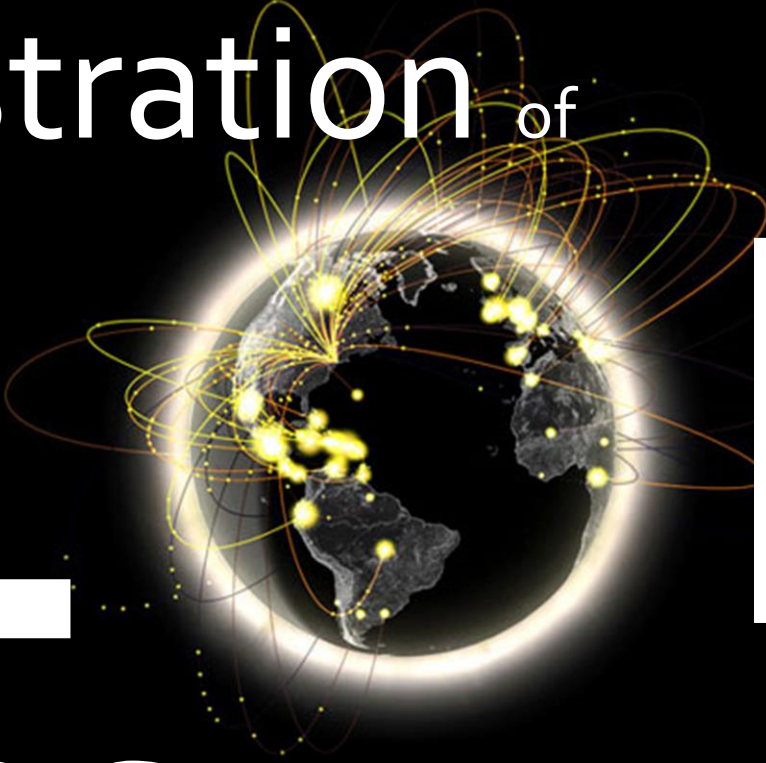
Policy, Governance, Public Administration:  
Dealing with Emergent Behaviour



‘Triumph of the City’  
or  
the Return of  
*Policey Science*  
(*Gemeindewissenschaft*)  
- or both? -

in a newly emerging (technological) context



The Public  
Administration of  
**GL**  **BAL**  
Cities

Understanding the Global City  
Understanding the Complex, Polycentric City

A new language is also emerging ...

# 'Strange Governance' Constitutional Technology

Digital Capitalism

Digital Leninism

Digital Commons

Digital Consociationalism

Common Pool Resource Technology

Trust Technology

Public Interest Technology

Institutional Technology

Ledger Technology



INSIDE: A 12-PAGE SPECIAL REPORT ON COLOMBIA

The  
Economist

OCTOBER 31ST-NOVEMBER 8TH 2015 Economist.com

007 and the spectre of Britain's past  
Turkey votes to the sound of bombs  
Those ever-creative accountants  
America takes the fight to IS  
Coywolves: the new superpredator

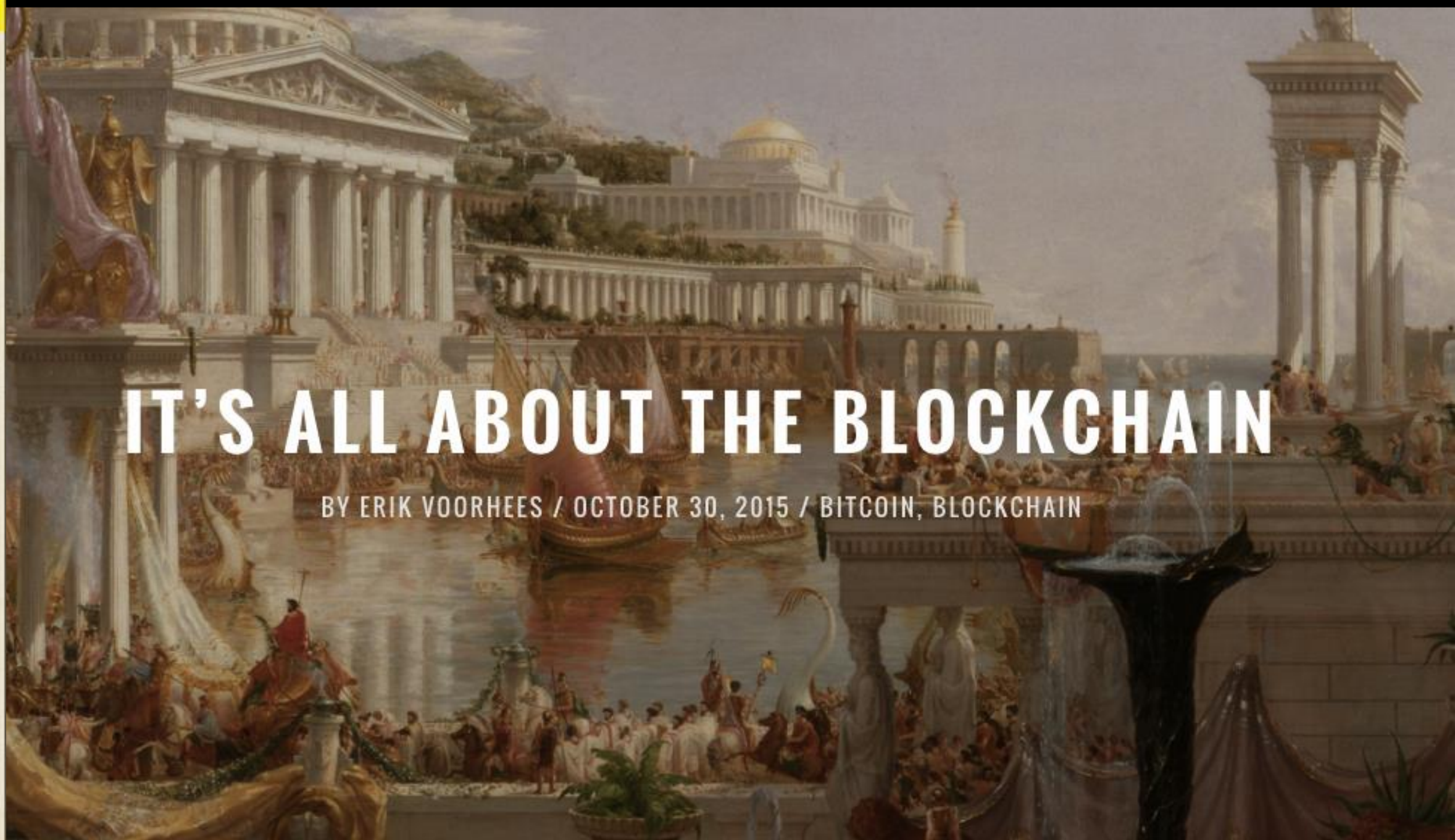
# The trust machine

How the technology behind bitcoin  
could change the world



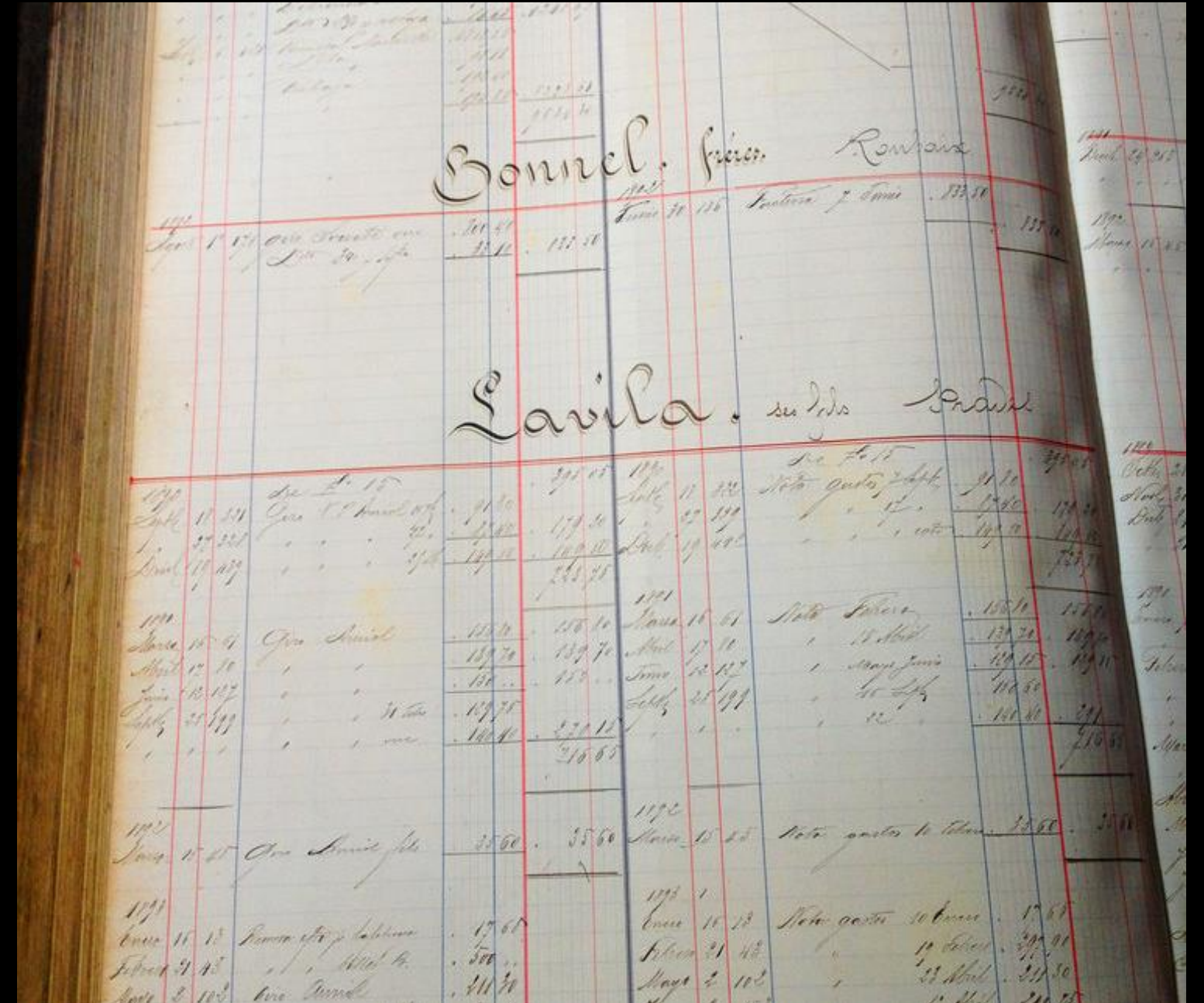
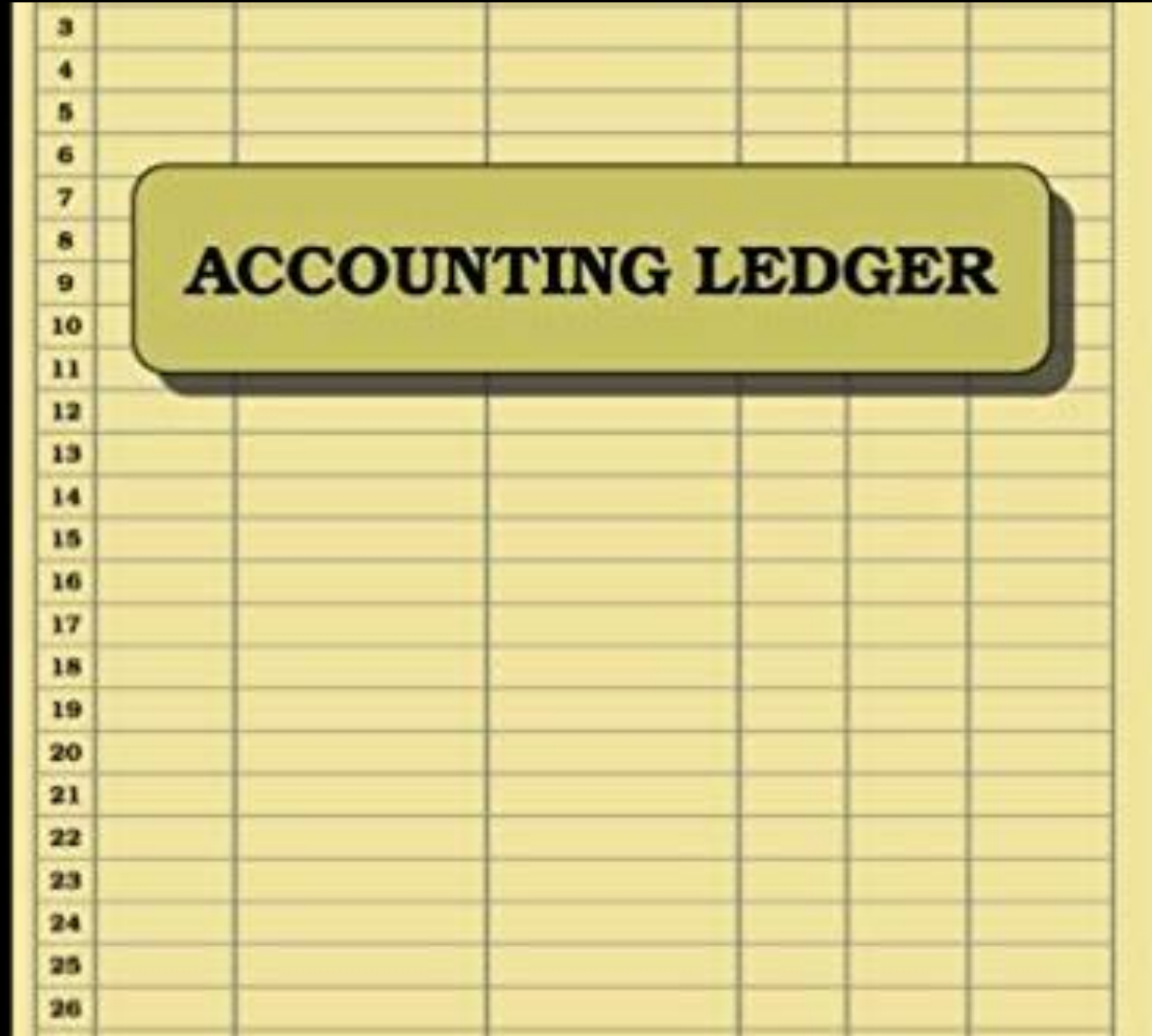
# IT'S ALL ABOUT THE BLOCKCHAIN

BY ERIK VORHEES / OCTOBER 30, 2015 / BITCOIN, BLOCKCHAIN





# 'Ledger Technology'





INSIDE: A 12-PAGE SPECIAL REPORT ON COLOMBIA

The  
Economist

OCTOBER 31ST-NOVEMBER 6TH 2011

Economist.com

007 and the spectre of Britain's past

Turkey votes to the sound of bombs

Those ever-creative accountants

America takes the fight to IS

Coywolves: the new superpredator

# The trust machine

How the technology behind bitcoin  
could change the world



“Trust machine”  
because it minimizes  
trust needed to  
operate.

It's more *socially*  
*scalable*. (Ref Szabos)



**KEEP  
CALM  
AND**

**Trust the  
machine**



# 'Ledger Technology'

The Trustmachine or Trust the Machine?

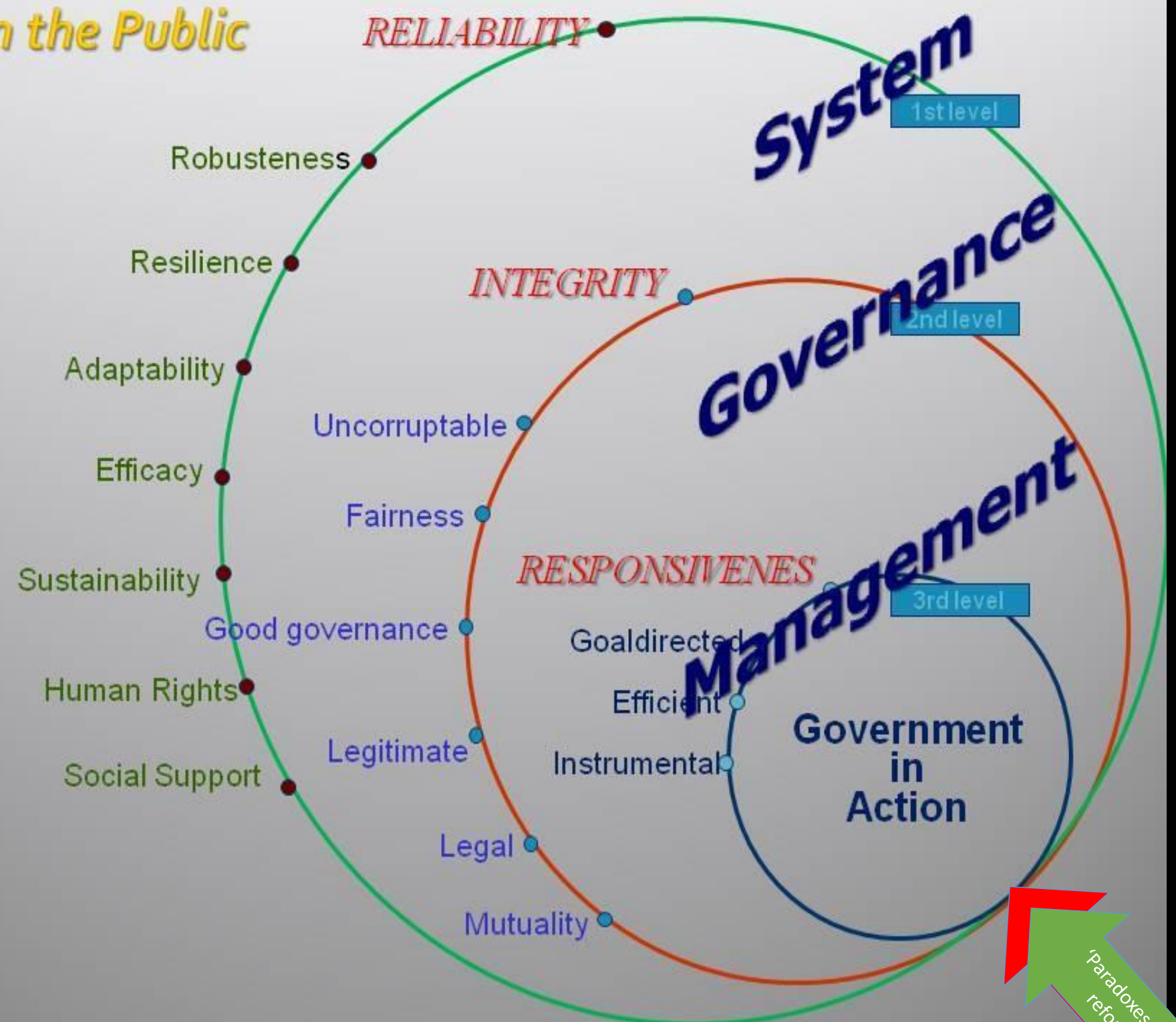


At the core of the challenge:  
'Limited Trust in Government'

Social Capital/  
Trust/ Legitimacy

@the Core  
of PA

## Quality in the Public Sector



Paradoxes in PS reform

# The 'profit of government': social capital

(Governance Theory)

1. Reliance
2. Trust
3. Satisfaction

(Marketing Theory)

1. 'Love marks'
2. Branding
3. Customer orientation

(Weberian Bureaucracy Theory)

1. Institutional legitimacy
2. Procedural Legitimacy
3. Functional Legitimacy

(Institutional Arrangements; Hirschman)

1. Loyalty (authority)
2. Voice (politics)
3. Exit (markets)

# Public Sector Reform

Improvement, Value, Governing Capacity



# 'Experiments in Constitutional Choice'

(Vincent Ostrom, 1976)



# Constitutional choice

- ▣ 'The condition of market organisations have the characteristics of collective goods, in contrast to the buying and selling that occurs within markets' (Ostrom, 1983)





# Constitutional choice

no greenfield development; ongoing transformations

- ▣ In 1980 Comparative Public Sector Reform studies:
  - 'Privatisation...'
    - ▣ ... for market efficiency
    - ▣ ... for 'liberalisation' / 'marketisation'
    - ▣ ... for 'creating markets'
  
- ▣ Distinct Public Sector Reform ratio's – neo-managerialism/NPM:
  - ▣ 'let managers manage'
  - ▣ 'make managers manage'
  - ▣ 'make managers' (out of ...)

# Structure Matters

Not just a 'tool' – i.e means to an end  
'Institutions' as 'Solidified PA Values"



# Process too...

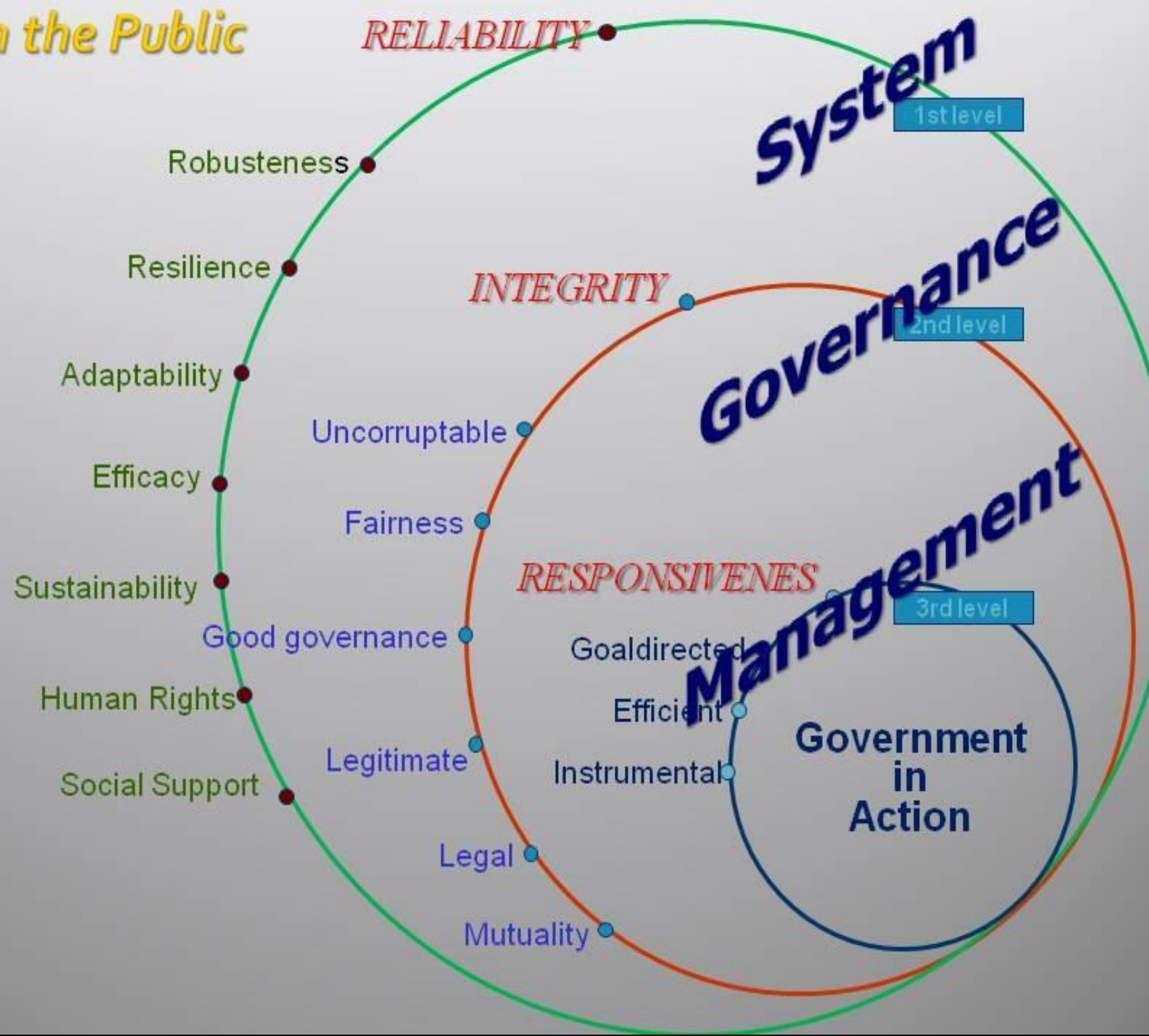
Due process; Procedural Justice; *Legitimation durch Verfahren*

# Results and Performance help

Getting things done – ‘less conversation, bit more action’



# Quality in the Public Sector



View from above  
& contextualize...

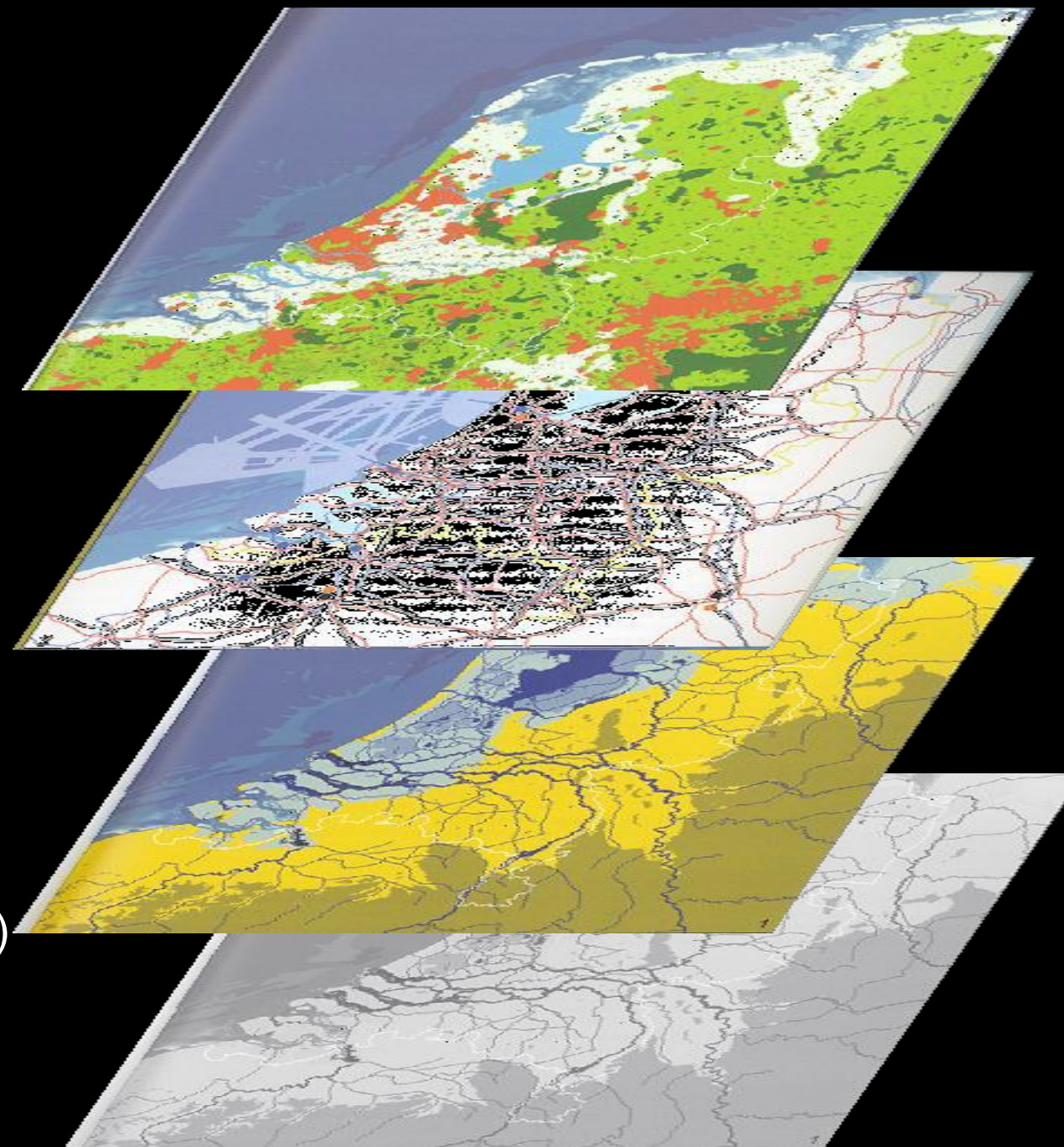
# Levels of governance: different worlds of action

Operational choice  
Transactions; Management

Collective Choice  
Networks; Decisions

Constitutional Choice  
Arrangements; Institutions

Context (substructures for meta-choice)  
Place, Time, Heritage





Good

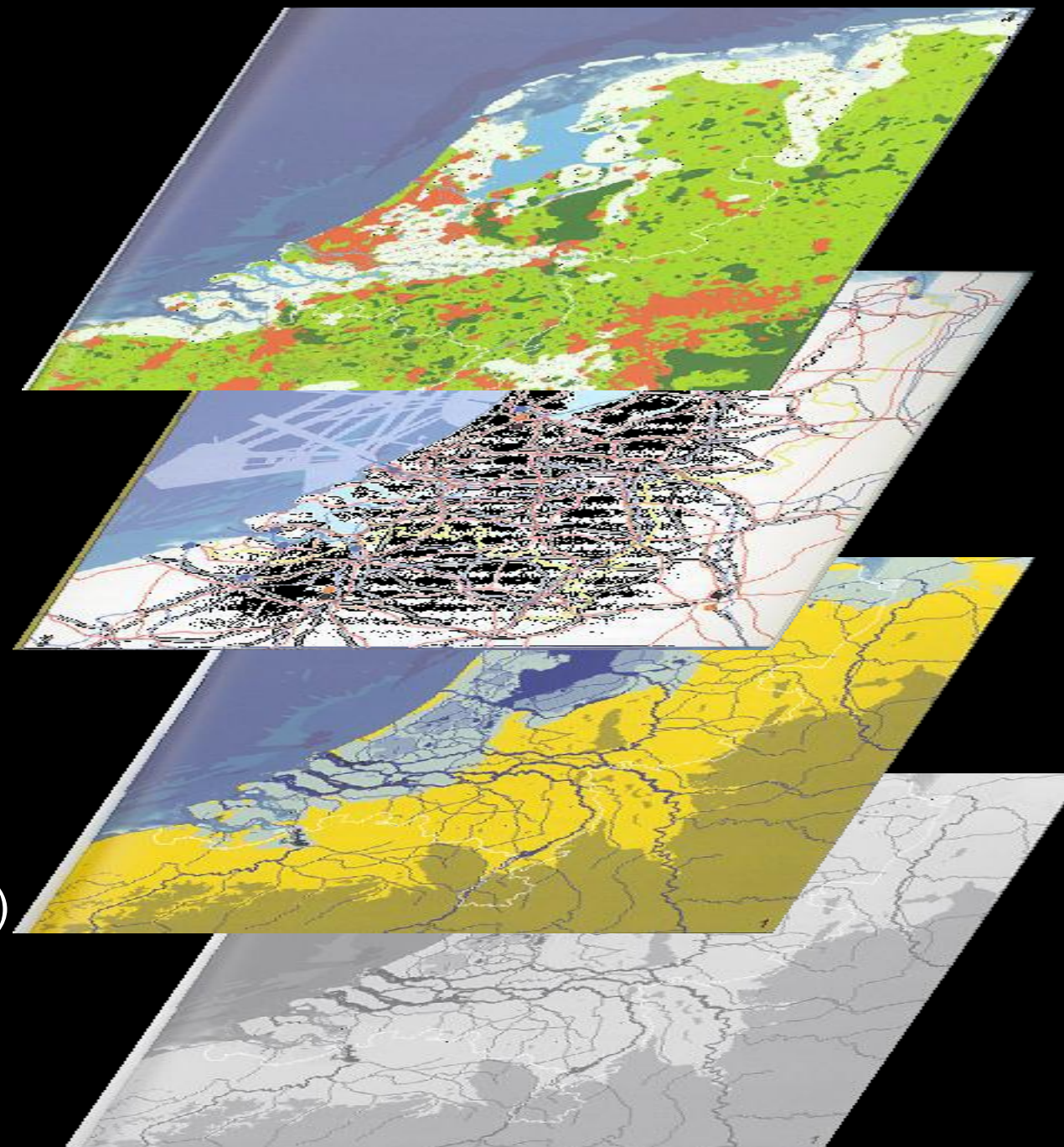
# Levels of governance: different levels of quality

Operational choice  
Efficient

Collective Choice  
Responsible

Constitutional Choice  
Robust

Context (substructures for meta-choice)  
Congruent





Good

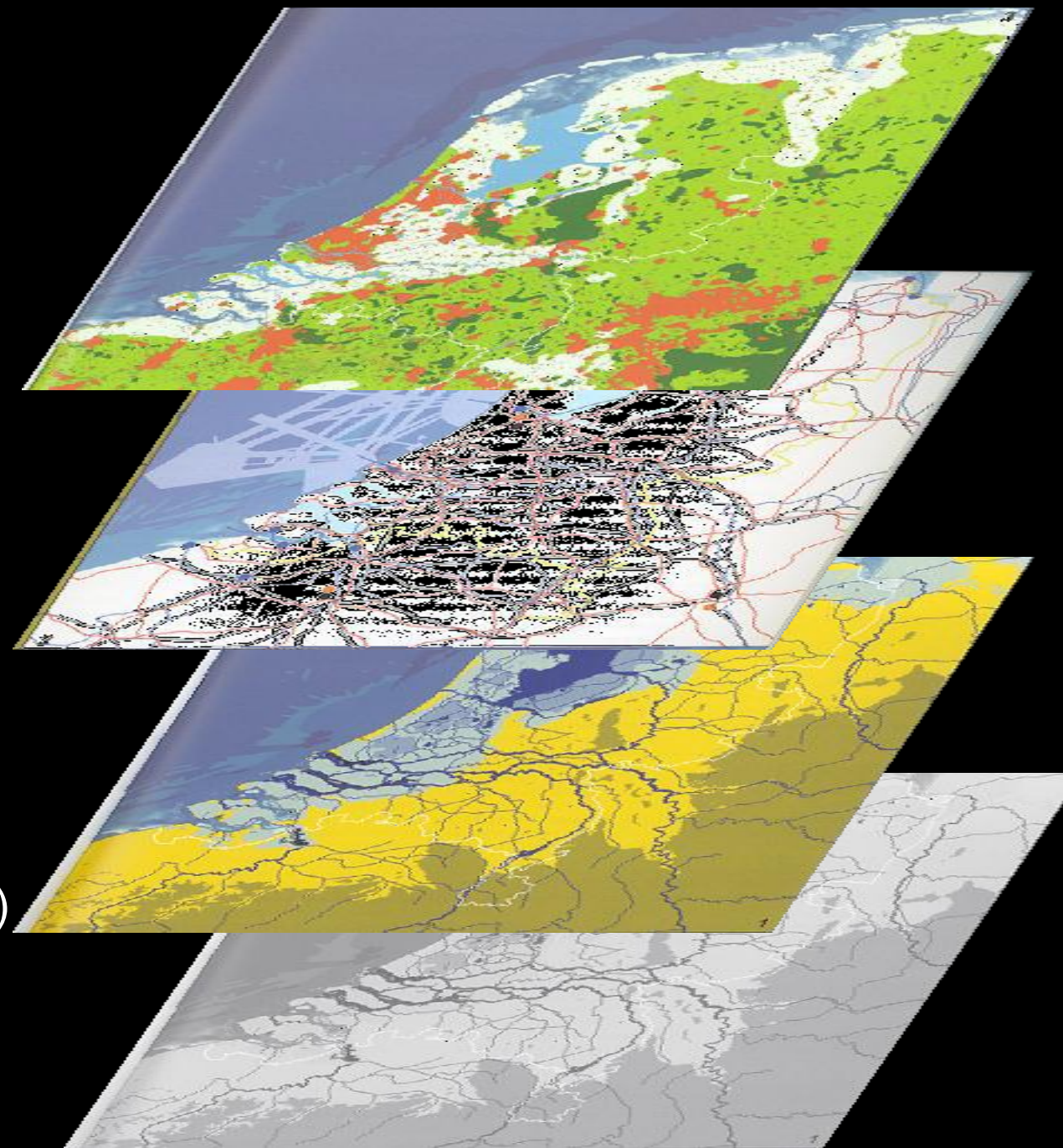
# Levels of governance: produce different outcomes

Operational choice  
Efficient

Collective Choice  
Responsible

Constitutional Choice  
Robust

Context (substructures for meta-choice)  
Congruent



Satisfaction

Trust

Reliance

Charisma



Good

# Levels of governance: produce different outcomes

Operational choice

Efficient

Satisfaction

Collective Choice

Responsible

Trust

Constitutional Choice

Robust

Reliance

Context (substructures for meta-choice)

Congruent

Charisma

Authority

legitimacy



There is **No public management for all  
seasons** (cf Chris Hood)

**Public Sector Reform**  
PA perspective

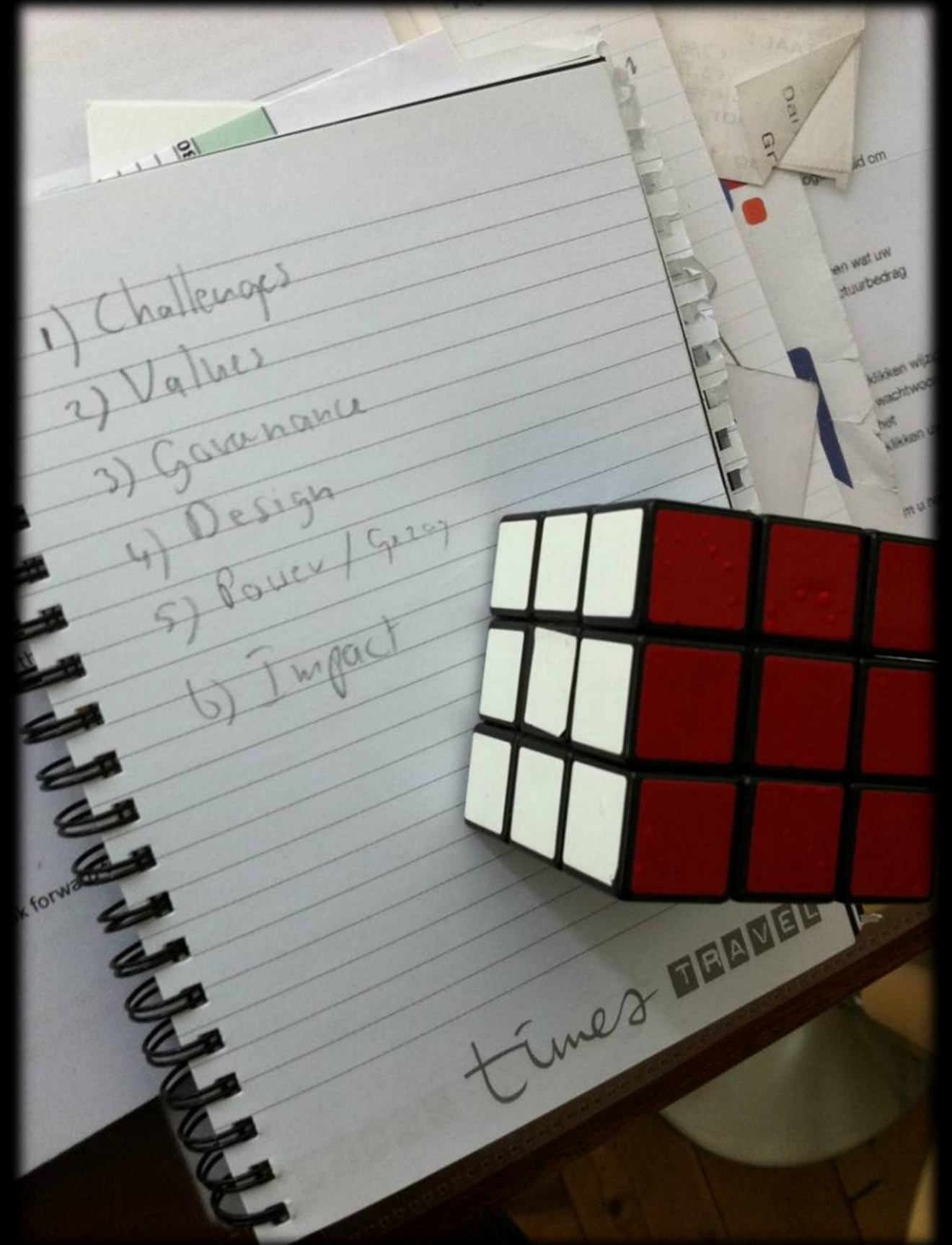


Not in circles, but in cycles..

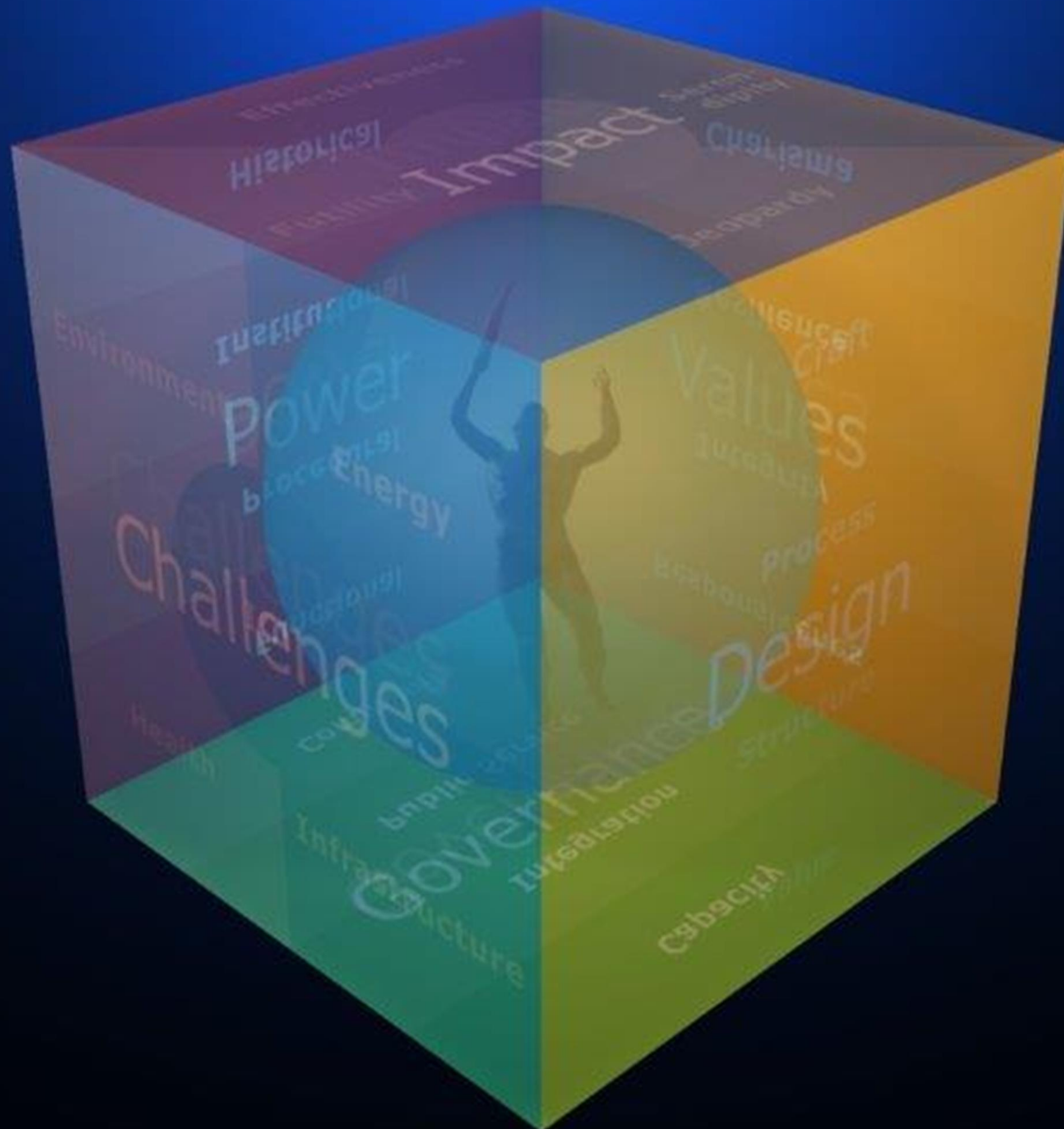
public sector reform

Institutional  
Reform

PA Perspective







Doing the right things  
Doing things right



# Challenges





# Connectivity

Function and territory







Since the 1970's:  
4 Functions of (Urban)  
Governance  
3 Worlds of Action  
No Panacea's; Context

**“Complex systems are – by and large - self-governing systems”**

**(Elinor Ostrom, Nobel Laureate Economics, 2009)**



<b>Values</b>	<b>Functions</b>			
<b>Operational level</b> Frugality & Responsiveness				
<b>Collective Choice:</b> Integrity & Accountability				
<b>Constituent level:</b> Robustnes & Resilience				
<b>Contextual:</b> Congruence & Identity				

<b>Values</b> <b>Functions</b>	<b>Service</b>  <b>Supply,  Provision  &amp; Co-Production</b>			
<b>Operational level</b> Frugality & Responsiveness				
<b>Collective Choice:</b> Integrity & Accountability				
<b>Constituent level:</b> Robustnes & Resilience				
<b>Contextual:</b> Congruence & Identity				



<b>Values</b>	<b>Functions</b>	<b>Service</b>  Supply, Provision & Co-Production	<b>Community</b>  Demand, Cooperatives & Urban Society		
<b>Operational level</b> Frugality & Responsiveness					
<b>Collective Choice:</b> Integrity & Accountability					
<b>Constituent level:</b> Robustnes & Resilience					
<b>Contextual:</b> Congruence & Identity					

<b>Values</b>	<b>Functions</b>	<b>Service</b>	<b>Community</b>	<b>Re-Integration</b>
<b>Operational level</b> Frugality & Responsiveness		Supply, Provision & Co-Production	Demand, Cooperatives & Urban Society	Cross-overs, Coordination & Co- governance
<b>Collective Choice:</b> Integrity & Accountability				
<b>Constituent level:</b> Robustnes & Resilience				
<b>Contextual:</b> Congruence & Identity				



<b>Values</b>	<b>Functions</b>	<b>Service</b>	<b>Community</b>	<b>Re-Integration</b>	<b>Risk</b>
<b>Operational level</b> Frugality & Responsiveness		Supply, Provision & Co-Production	Demand, Cooperatives & Urban Society	Cross-overs, Coordination & Co- governance	Innovation, Last Resort, & Statesmanship
<b>Collective Choice:</b> Integrity & Accountability					
<b>Constituent level:</b> Robustnes & Resilience					
<b>Contextual:</b> Congruence & Identity					



Government as 'last resort'

• limited by improvement capacity

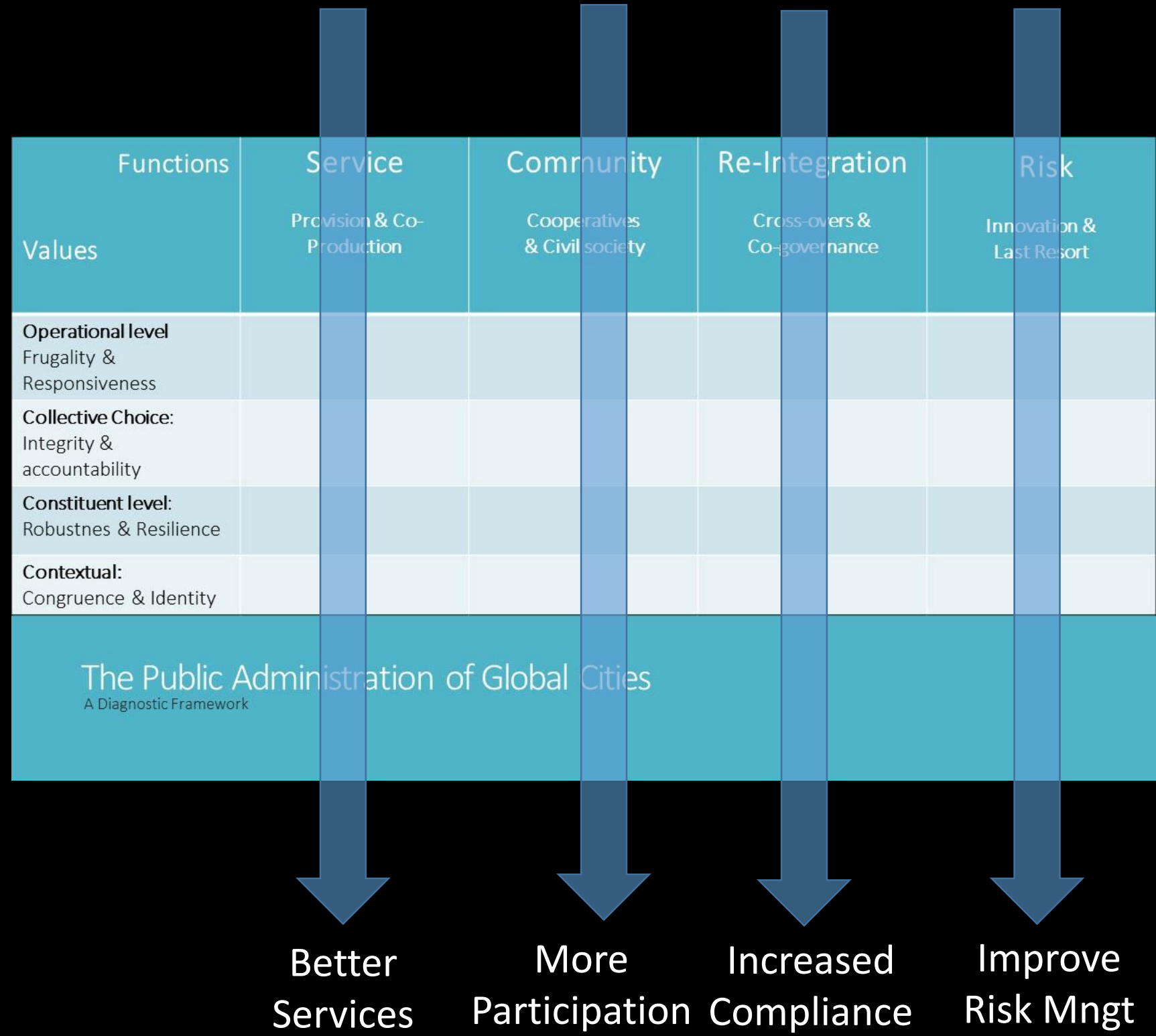




Doing the right things  
Doing things right

Need for a strategic  
PA assessment framework

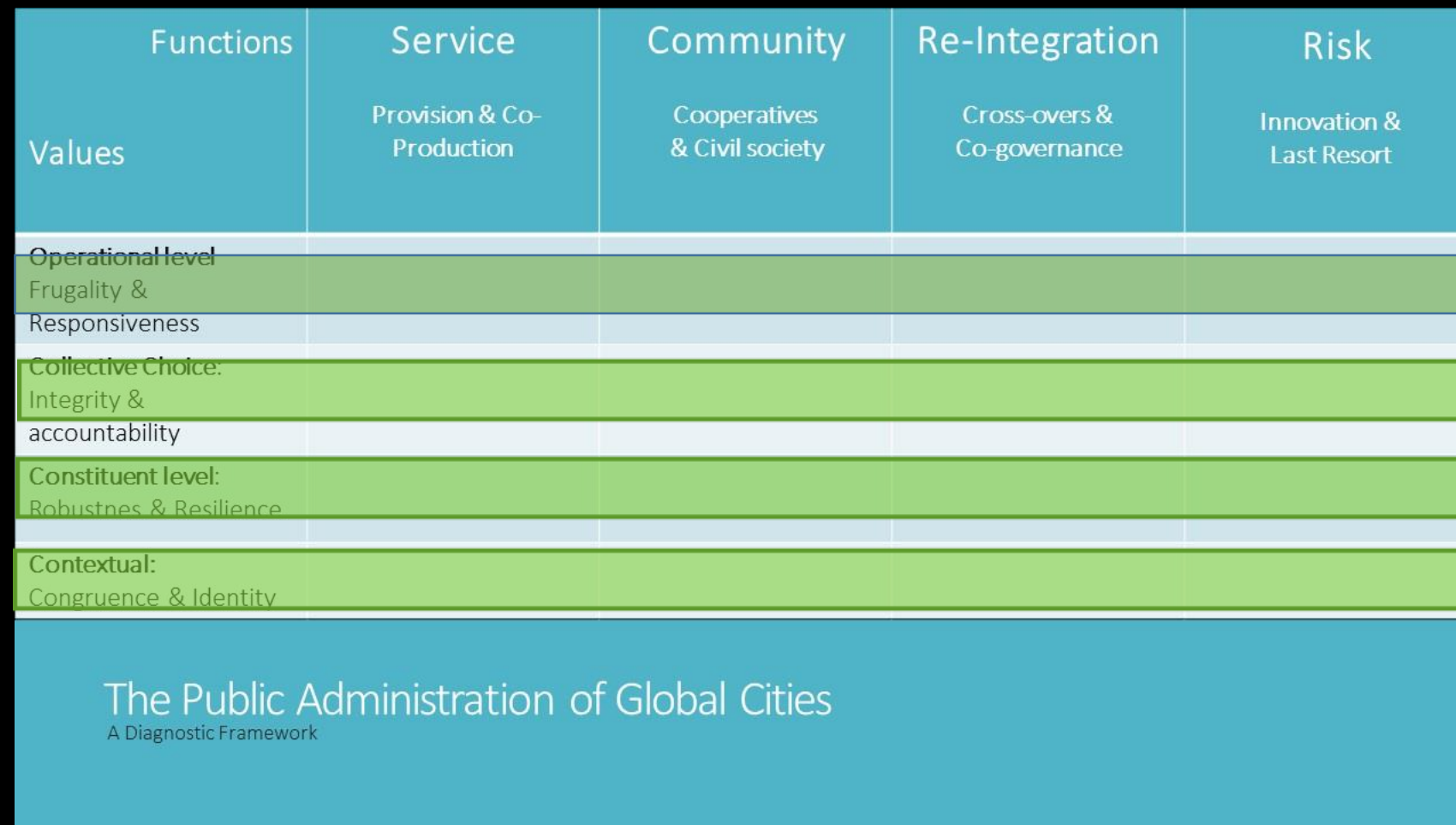
# Policy Options & Urban Outcomes





# Policy Options & Urban Outcomes

## Authority/ Legitimacy



Satisfaction

Trust

Confidence

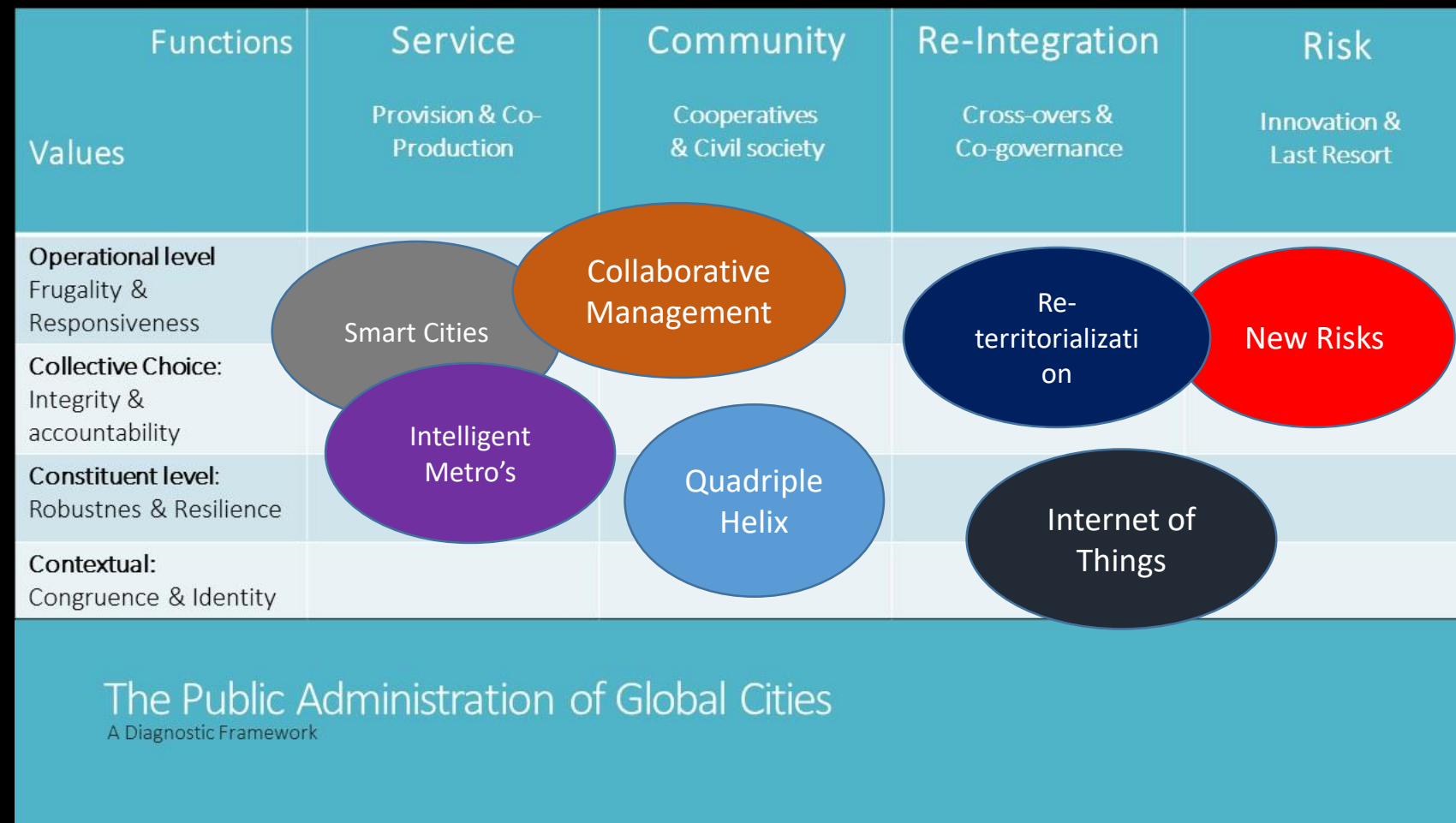
Charisma

Going with the flow

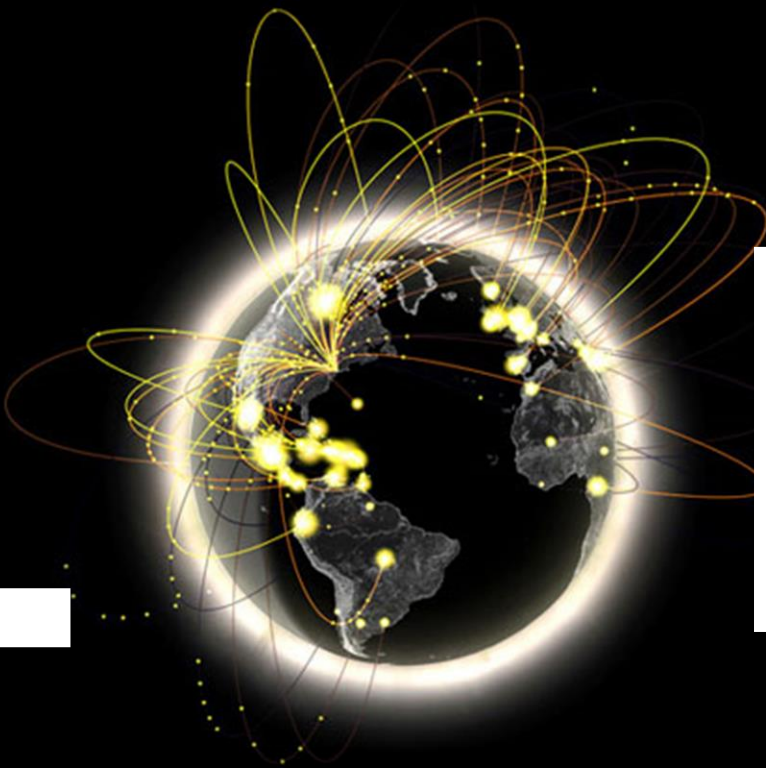
# Public Sector Reform

Social Leverage and Situated Intervention





# GLOBAL Cities



Thanks for your attention









implies



From 'outcome based' to 'challenge driven' reforms?