

LECTURE • PUBLIC MANAGEMENT IN AOTEAROA

The evolution of the public management model in Aotearoa

Five models, read through nine component parts

Deborah M Te Kawa

School of Political Science and International Relations | University of Canterbury | Te Whare Wānanga o Waitaha

Five models of public management

1 Rangatiratanga STATUTE Tikanga	2 Old Public Service <i>aka the settler state</i> STATUTE Public Service Act 1912; State Services Act 1962	3 New Public Management <i>aka the neoliberal state</i> STATUTE State Sector Act 1988; Public Finance Act 1989	4 New Public Governance <i>a response to the neoliberal state</i> STATUTE Amendments to the 1980s Acts; Result Areas	5 New Public Service <i>a response to New Public Governance and the next context</i> STATUTE Public Service Act 2020
--	--	--	--	--

NINE COMPONENT PARTS

1 Statute	2 Theoretical roots	3 Nature of the state	4 Focus	5 Emphasis
6 Resource allocation mechanism	7 Nature of the service system	8 Value base	9 Accountability	Each model is read across all nine.



Rangatiratanga

STATUTE Tikanga	THEORETICAL ROOTS Te Ao Māori	NATURE OF THE STATE Local and active
FOCUS Reciprocity	EMPHASIS Mutual dependence, action or influence	RESOURCE ALLOCATION MECHANISM Collective
NATURE OF THE SERVICE SYSTEM Open, with a focus on past and future	VALUE BASE Kaupapa	ACCOUNTABILITY Katoa koutou

Source: D. Te Kawa, *The evolution of the public management model in Aotearoa* (2021, version 1.6).

Old Public Service

STATUTE Public Service Act 1912, State Services Act 1962	THEORETICAL ROOTS Political science and public policy	NATURE OF THE STATE Unitary
FOCUS The political system	EMPHASIS Policy creation and implementation	RESOURCE ALLOCATION MECHANISM Hierarchy
NATURE OF THE SERVICE SYSTEM Closed	VALUE BASE Public sector ethos	ACCOUNTABILITY Hierarchy: administrators responsible to democratically elected leaders

Source: D. Te Kawa, *The evolution of the public management model in Aotearoa* (2021, version 1.6).

New Public Management

STATUTE State-Owned Enterprises Act 1986, State Sector Act 1988, Public Finance Act 1989, Crown Entities Act 2004	THEORETICAL ROOTS Rational/public choice theory and management studies	NATURE OF THE STATE Regulatory
FOCUS The agency	EMPHASIS Management of organisational resources and performance	RESOURCE ALLOCATION MECHANISM The market and classical or neoclassical contracts; a focus on input and output costs
NATURE OF THE SERVICE SYSTEM Open rational	VALUE BASE Efficiency of competition and the marketplace	ACCOUNTABILITY Principal-agent

Source: D. Te Kawa, *The evolution of the public management model in Aotearoa* (2021, version 1.6).

New Public Governance

STATUTE

Amendments to the State Sector Act 1988, Public Finance Act 1989 and Crown Entities Act 2004; introduction of MFO, SOIs, SPEs, KRAs, Outcome Groups and Result Areas

THEORETICAL ROOTS

Institutional and network theory

NATURE OF THE STATE

Plural and pluralist, but constrained by elected officials

FOCUS

The organisation in its system and its relationship with others

EMPHASIS

Negotiation of values, meanings and relationships with customers

RESOURCE ALLOCATION MECHANISM

Networks and relational contracts overseen by central agencies and the functional leads; a focus on value for money and top-down social investment

NATURE OF THE SERVICE SYSTEM

Open closed

VALUE BASE

Dispersed and contested

ACCOUNTABILITY

Shared accountability between agents working towards a portfolio of principals (in the form of Cabinet committees)

Source: D. Te Kawa, *The evolution of the public management model in Aotearoa* (2021, version 1.6).

New Public Service

STATUTE

Public Service Act 2020: departmental agencies, the senior leadership team and the inclusion of Crown entities in the public service. **Based on five new principles: political neutrality, free and frank advice, merit-based appointment, open government and stewardship.**

THEORETICAL ROOTS

Democratic, post-positivist and pragmatic, with a mix of critical and interpretative

NATURE OF THE STATE

The public interest is defined by the rule of law and by dialogue about shared values. Discretion is contained by accountability, **within multi-layered and decentred governance.**

FOCUS

Outcome rationality; multiple tests of what rationality is (political, economic and social), with outcomes determined by Ministers

EMPHASIS

Public service motivation. Serving: negotiating and brokering interests among and between citizens. **Weavers at the edge of the institutional fabric.**

RESOURCE ALLOCATION MECHANISM

Collaborations inside and outside the state through a public value and outcomes lens. **For example, working groups, the iwi Māori response to COVID-19, royal commissions and consultancies. Social investment emerging from the ground up.**

Text in red marks Deb Te Kawa's emphasis in the original table.

New Public Service

NATURE OF THE SERVICE SYSTEM

Permeable, **but with questions about the hollowed-out state and whether procurement functions are sufficient**

VALUE BASE

Service and the desire to contribute to society, with the emergence of bicultural behaviour

ACCOUNTABILITY

Multifaceted, **decentred and surprisingly weak (in parts)**: public servants working together under the mandate of the Public Service Commissioner, required to attend to te Tiriti, the rule of law, community and citizen consensus, and professional standards

Text in red marks Deb Te Kawa's emphasis in the original table.

Statute and theoretical roots

MODEL	STATUTE	THEORETICAL ROOTS
1 Rangatiratanga	Tikanga	Te Ao Māori
2 Old Public Service	Public Service Act 1912, State Services Act 1962	Political science and public policy
3 New Public Management	State-Owned Enterprises Act 1986, State Sector Act 1988, Public Finance Act 1989, Crown Entities Act 2004	Rational/public choice theory and management studies
4 New Public Governance	Amendments to the State Sector Act 1988, Public Finance Act 1989 and Crown Entities Act 2004; introduction of MFO, SOIs, SPEs, KRAs, Outcome Groups and Result Areas	Institutional and network theory
5 New Public Service	Public Service Act 2020: departmental agencies, the senior leadership team and the inclusion of Crown entities in the public service. Based on five new principles: political neutrality, free and frank advice, merit-based appointment, open government and stewardship.	Democratic, post-positivist and pragmatic, with a mix of critical and interpretative

Text in red marks Deb Te Kawa's emphasis in the original table.

The state and the service system

MODEL	NATURE OF THE STATE	NATURE OF THE SERVICE SYSTEM
1 Rangatiratanga	Local and active	Open, with a focus on past and future
2 Old Public Service	Unitary	Closed
3 New Public Management	Regulatory	Open rational
4 New Public Governance	Plural and pluralist, but constrained by elected officials	Open closed
5 New Public Service	The public interest is defined by the rule of law and by dialogue about shared values. Discretion is contained by accountability, within multi-layered and decentred governance.	Permeable, but with questions about the hollowed-out state and whether procurement functions are sufficient

Text in red marks Deb Te Kawa's emphasis in the original table.

Focus and emphasis

MODEL	FOCUS	EMPHASIS
1 Rangatiratanga	Reciprocity	Mutual dependence, action or influence
2 Old Public Service	The political system	Policy creation and implementation
3 New Public Management	The agency	Management of organisational resources and performance
4 New Public Governance	The organisation in its system and its relationship with others	Negotiation of values, meanings and relationships with customers
5 New Public Service	Outcome rationality; multiple tests of what rationality is (political, economic and social), with outcomes determined by Ministers	Public service motivation. Serving: negotiating and brokering interests among and between citizens. Weavers at the edge of the institutional fabric.

Text in red marks Deb Te Kawa's emphasis in the original table.

Resource allocation and value base

MODEL	RESOURCE ALLOCATION MECHANISM	VALUE BASE
1 Rangatiratanga	Collective	Kaupapa
2 Old Public Service	Hierarchy	Public sector ethos
3 New Public Management	The market and classical or neoclassical contracts; a focus on input and output costs	Efficiency of competition and the marketplace
4 New Public Governance	Networks and relational contracts overseen by central agencies and the functional leads; a focus on value for money and top-down social investment	Dispersed and contested
5 New Public Service	Collaborations inside and outside the state through a public value and outcomes lens. <i>For example, working groups, the iwi Māori response to COVID-19, royal commissions and consultancies. Social investment emerging from the ground up.</i>	Service and the desire to contribute to society, with the emergence of bicultural behaviour

Text in red marks Deb Te Kawa's emphasis in the original table.

Accountability

MODEL	ACCOUNTABILITY
1 Rangatiratanga	Katoa koutou
2 Old Public Service	Hierarchy: administrators responsible to democratically elected leaders
3 New Public Management	Principal-agent
4 New Public Governance	Shared accountability between agents working towards a portfolio of principals (in the form of Cabinet committees)
5 New Public Service	Multifaceted, decentred and surprisingly weak (in parts) : public servants working together under the mandate of the Public Service Commissioner, required to attend to te Tiriti, the rule of law, community and citizen consensus, and professional standards

Text in red marks Deb Te Kawa's emphasis in the original table.

THE EVOLUTION OF THE PUBLIC MANAGEMENT MODEL IN AOTEAROA

He pātai

Questions and discussion

Deborah M Te Kawa

School of Political Science and International Relations | University of Canterbury | Te Whare Wānanga o Waitaha