

What is Transport Governance?

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Under Reform Summer School on Governance and Mobility

What we'll cover



- Why governance and not government?
- Three modes of governance
 - Hierarchy
 - Markets
 - Networks
- Why this all matters

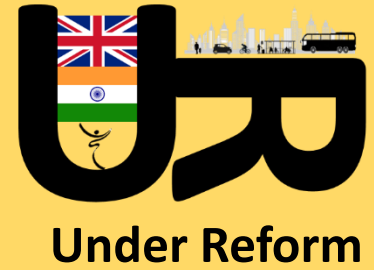
Different Definitions of Governance

- Synonym for government: formal institutions of state that maintain public order/facilitate collective action
- 'Governance refers to self-organising, inter-organisational networks which are driven by the need to exchange resources and negotiate shared purpose' (Rhodes 1996)
- Distinction between institutions and processes: government and governing are not the same thing (Lowndes 2001)

‘Government’ to ‘Governance’

- Public administration (1960-70s) -> Public Management (1980s-90s)
-> Public governance (from 2000s)
- The role of the central state and its ability to deliver outcomes is questioned and changing – but still there
- “Steering and co-ordination of interdependent (usually collective) actors based on institutionalized rule systems” Treib et al. (2007, p. 3)
- Three ‘modes’ that underpin how governance is delivered

Characteristics of Hierarchy and Bureaucracy



- Embodies hierarchical mode of governance – power at the centre
- Clear line of responsibility
- Government employees – bureaucrats
- Clear job roles – behaviour organised through rules and regulations
- Specialisms and differences in status clearly policed
- Standardised responses that enable tasks to be done
- Administration above politics – “neutral” and subservient

'Ideal' Type Bureaucracy: Weber

'The decisive reason for the advance of bureaucratic organisation has always been its purely technical superiority over any other form of organisation. The fully developed bureaucratic mechanism compares with other organisations exactly as does the machine with non-mechanical modes of production.

Precision, speed, unambiguity, knowledge of the files, continuity, discretion, unity, strict subordination, reduction of friction and personal costs – these are raised to the optimum point in the strictly bureaucratic organisation...'

(Weber, 1921/1968, pg. 973)



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But...

- Hierarchical structures are not the most appropriate in all contexts or for all types of issues
- While providing control, bureaucracy may slow down decision making
- Standardised working practices may stifle innovation and motivation for change
- Tension between bureaucracy and democracy/political accountability



‘Markets’ Approach to Governing

Want to Achieve the Three ‘Es’

- Increase efficiency: value for money
- Increase effectiveness: better services
- Increase economy: fewer resources

How?

- Stimulate competition among a range of service providers (innovation, technology, work practices, scale, responsiveness)
- Increase choice for government and citizens
- Use market-style mechanisms within state (price, exit, contracts)

Different Market Style Processes

- Enabling: state focuses on outcomes but doesn't need to deliver itself
- Commissioning: strategic needs assessment and selection of providers, plus outcome evaluation
 - Purchasing: buying or funding a service
 - Contracting: select provider/manage contract
 - Procurement: contract and stimulate market
 - Privatisation: transfer of State assets
- Quasi-markets: separate client/contractor within State (copy market relationships)
- Commercialisation: state charges for its services and enters market as provider

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But...



- Private sector interests may differ from public
- The State can be vulnerable if a big provider goes bankrupt
- State needs to be a knowledgeable customer
- Contracts can be expensive to implement
- Mechanisms for monitoring can be expensive and ineffective (unintended outcomes)
- Accountability can be blurred – in terms of finance and decision making

Networks Approach

- Sharing resources at an organisation's (or individual's) disposal, with another, to achieve shared outcomes
- Arrangements through joint meetings, memorandums of understanding, joint contributions of funding, staffing, information

Why?

- Issues are increasingly 'wicked' – complicated, caused by lots of different factors, happening across scales, not solvable by one organisation
- 'discursive' legitimacy
- Funding not as available

Degrees of Collaboration

- Cooperation: organizations take each other's goals into account in order 'to get along together'; low intensity relationships
- Coordination: organisations work together more closely, with an instrumental purpose to 'getting on with the task'; not significantly disrupt conventional ways of working; no significant loss of autonomy.
- Collaboration: 'a more intensive process' that required 'closer relationships, connections and resources and even a blurring of the boundaries between agencies... higher levels of contribution, commitment and joint effort; loss of autonomy for individual organisations.(Keast et al 2007)

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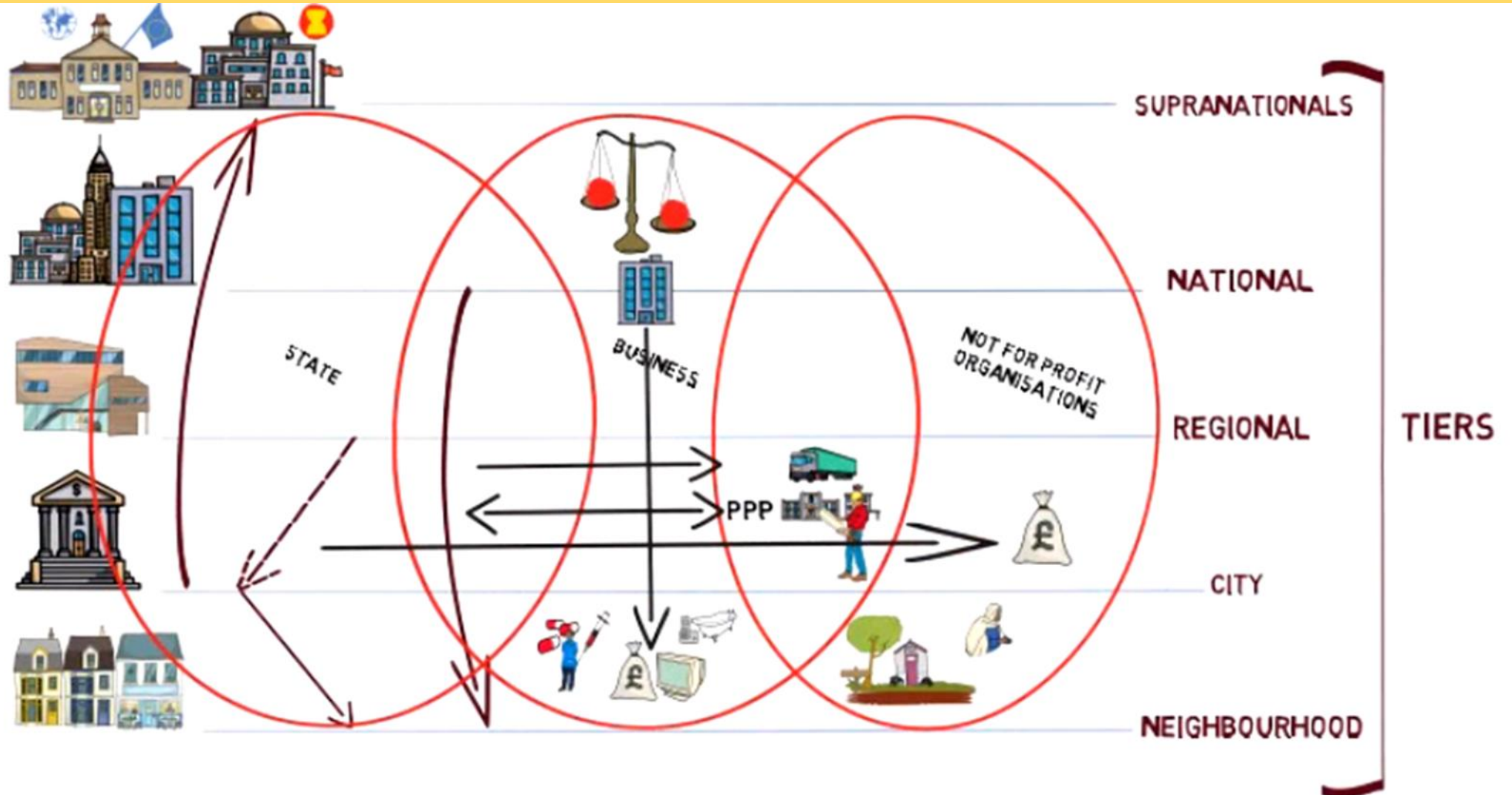


But...



- These relationships can take a lot of time and effort to set up and maintain
- Require leadership
- May not be the most appropriate response – sometimes need decisive action, or just one actor
- If one member of the partnership has the most resources there can be power imbalances
- Accountability and responsibility can be unclear

And Remember...



Therefore, It's the Mix that Matters...



- As policy advisors and managers, using a mix of modes for effective governance – knowing what is most appropriate for what scenario or policy choice
- But also for understanding, as scholars, why things may be happening the way they are. Understanding how the layering of these modes of governance on top of one another leads:
 - Power to be in the hands of some people and not others
 - Why some outcomes take preference over others in decision making
 - Why projects aren't delivered properly or as intended