New Public Management in Europe
New Public Management in Europe
Adaptation and Alternatives

Edited by
Christopher Pollitt,
Sandra van Thiel
and
Vincent Homburg
Contents

List of Figures and Boxes vii
List of Tables viii
Acknowledgements ix
Notes on the Contributors x

1. Introduction
Vincent Homburg, Christopher Pollitt and Sandra van Thiel 1

2. Convergence or Divergence: What has been Happening in Europe?
Christopher Pollitt 10

3. Public Management Reforms in Countries with a Napoleonic State Model: France, Italy and Spain
Walter Kickert 26

4. The Management and Control of Executive Agencies: an Anglo-Dutch Comparison
Sandra van Thiel and Christopher Pollitt 52

Erik-Hans Klijn, Jurian Edelenbos and Michael Hughes 71

6. ‘New Public Managers’ in Europe: Changes and Trends
Sandra van Thiel, Bram Steijn and Marine Allix 90

Jan Hakvoort and Henk Klaassen 107

8. Will ICTs Finally Reinvent Government? The Mutual Shaping of Institutions and ICTs
Vincent Homburg and Ig Snellen 135

Christopher Pollitt 149
10. New Public Management and Evaluation
   Frans-Bauke van der Meer
   165

11. Implementing NPM: a Complexity Perspective
    on Public Management Reform Trajectories
    Geert Teisman and Arwin van Buuren
   181

12. Conclusions
    Sandra van Thiel, Christopher Pollitt and Vincent Homburg
   196

Bibliography
   204

Name Index
   222

Subject Index
   227
List of Figures and Boxes

Figures
5.1 Signed PFI projects 82
7.1 The five domains of e-government 126
7.2 Income-generating services 128
7.3 Ranking of countries 130

Boxes
4.1 Criteria for the establishment of executive agencies in the Netherlands, 2005 55
4.2 Roles and instruments of Dutch ministries to steer executive agencies 58
5.1 The Sijtwende case 78
5.2 The Skye Bridge PFI 81
5.3 PFI roads in the UK 83
List of Tables

5.1 Co-production in PPP through contracts and partnership 74
5.2 PPP projects divided to their character (51 projects) 77
5.3 Involvement of private actors per phase in 18 selected PPP projects 78
5.4 Type of organization for 18 selected PPP projects 80
5.5 Allocation of activity in a PFI project 81
5.6 Governance structures and the complexity of the project 85
5.7 Memberships of pathfinder SSPs 85
6.1 Characteristics of civil service systems and their reforms 92
6.2 Profile of senior public officials and top executives in European countries 95
6.3 Job characteristics of senior management, middle management and ordinary employees in selected public sectors in the Netherlands (2004) 98
6.4 Appointment of Dutch and French top executives, 2004 101
6.5 Performance-related pay for senior public officials in several European countries 103
7.1 Immanent values in the public and the private domain 110
7.2 Number of hours of subtitled television in relation to the total number of hours of television 124
7.3 Percentage of audio books in libraries, in relation to the total number of books 124
7.4 Comparison of countries 129
9.1 Examples for selected UK hospital PIs (clinical and patient-oriented) 152
9.2 Anglo-Dutch differences in the organization and finance of the hospital system 159
9.3 Sources of funding as a percentage of total health care expenditure, 1998 159
9.4 Public funding as a share of total health care expenditure 160
Acknowledgements

This book is a joint effort by the members of the Centre for Public Management at the Department of Public Administration, Erasmus University Rotterdam. Even those researchers who did not author a chapter have participated in our discussions about the book and hence contributed to its genesis.

We would like to thank the management of CPM and the Department of Public Administration for their support, financial and otherwise, without which most of the research reported in this book and, indeed, the book itself, would not have come about.

Finally, we owe a great debt of gratitude to Vicky Balsem and Rosemarijn Smeets who took on the hard job of reading, editing and improving our texts. All remaining errors are of course ours, and only ours.

Christopher Pollitt
Sandra van Thiel
Vincent Homburg
Notes on the Contributors

Drs Marine Allix was a PhD student at the Department of Public Administration at Erasmus University Rotterdam between 2002 and 2005. Her research focused on the relationship between quasi-autonomous organizations and their parent departments in France and Italy. Publications on this topic have appeared in the International Journal of Public Management. Marine Allix lives in France and works for the municipality of Grenoble.

Drs Arwin van Buuren is a PhD candidate at Erasmus University Rotterdam. His thesis is about managing knowledge and expertise in controversial policy processes in the field of water management (to appear in 2006). With others he has published in several Dutch and international scientific journals such as Evaluation Review, Science and Public Policy, International Review of Administrative Sciences and Emergence.

Dr Jurian Edelenbos is assistant professor in Public Administration at Erasmus University Rotterdam. His main research interests concern interactive policy-making, public-private partnership, process and programme management, trust, democratic anchorage, and co-evolution. He published on these themes in journals such as Governance, Public Administration, Public Management Review, Evaluation, Evaluation Review and Emergence.

Dr Jan Hakvoort is associate professor in Social Science Research Methods and Techniques in Public Administration at Erasmus University Rotterdam. In 1980 he received his PhD with a dissertation entitled ‘Territorial Decentralisation’. Other topics of research in recent years are: organizational culture and cultural change, New Public Management, and the use of management techniques in non-profit organizations.

Dr Vincent Homburg is assistant professor in Public Administration at Erasmus University Rotterdam. He received his PhD in 1999 on a dissertation entitled ‘The Political Economy of Information Management’. His research interests concern e-government and the uses and effects of ICTs on public sector organizations. In 2005, he edited The Information Ecology of E-Government (together with Victor Bekkers). Other publications have appeared in Knowledge, Technology and Policy, Artificial Intelligence and Law and Information Polity.

Dr Michael Hughes is associate professor at the School of Public Policy at the University of Birmingham. He is Director of the Institute of Local Government Studies and general editor of Knights Guide to Best Value and Public Procurement. His research and teaching interests focus on public service performance and the role of markets and contracts in public
management. He is currently lead researcher on a four-year project to evaluate local government procurement in England.

Prof. Dr Walter Kickert is professor of Public Management at the Department of Public Administration at Erasmus University Rotterdam. He is deputy-editor of the European Forum of the international journal Public Administration. His research interests are in international comparative public management and administrative reform. He is the successor of Christopher Pollitt as scientific director of the Dutch national research school in political and administrative sciences (Netherlands Institute of Government, NIG).

Dr Henk Klaassen is associate professor in Economics at the Department of Public Administration at Erasmus University Rotterdam. In 1995 he received his PhD on a dissertation entitled ‘Decision Making in Mutual Dependency: the Role of a Process Architect in Public Projects’. His research focuses on policy analysis, New Public Management, output steering, and accountability in local governments.

Dr Erik-Hans Klijn is associate professor in Public Administration at Erasmus University Rotterdam and visiting professor at the School of Public Policy at the University of Birmingham (UK). His research and teaching activities focus on complex decision-making and management in networks, institutional design and Public–Private Partnerships. He has published widely in international journals like JPART, Administration and Society, Public Administration, PAR and PMR. Recently he published Managing Uncertainties in Networks (together with Joop Koppenjan, 2004, Routledge).

Dr Frans-Bauke van der Meer is associate professor of Public Administration at Erasmus University Rotterdam. His main research interests are the dynamics of administrative and organizational arrangements, and the organization, dynamics and impact of policy evaluation in multi-actor domains. He is also director of the post-experience masters programme in Public Administration at Erasmus University.

Prof. Dr Christopher Pollitt is professor of Public Management at Erasmus University Rotterdam. His main research interests lie in comparative public management reform, public service quality improvement and programme evaluation. Author of many texts (including The Essential Public Manager and Public Management Reform: a Comparative Analysis), he has also undertaken consultancy for many international governmental organizations and national governments. He edits the International Review of Administrative Sciences and is past President of the European Evaluation Society.

Prof. Ignace Snellen is a professor (em.) of Public Administration at Erasmus University Rotterdam. His dissertation on Approaches to Strategy Formulation (1975) was based on studies and experiences in the world of multinational enterprises. Over the past twenty years he has worked at different universities (Nijmagen, Tilburg, Rotterdam and Leiden) where he specialized in the

Prof. Dr Bram Steijn is professor of HRM in the Public Sector at the Department of Public Administration at Erasmus University Rotterdam. His main research interests concern HRM-related issues like job satisfaction, leadership, and public sector motivation. He has also published on the relationship between ICT, organization and labour. In recent years he has published in Work, Employment and Society, New Technology, Work and Employment, Review of Public Personnel Administration and the International Review of Administrative Sciences.

Prof. Dr Ing Geert Teisman is professor in Public Administration at Erasmus University Rotterdam. He achieved degrees in transport and sociology. His PhD thesis about complex decision-making was first published in 1992 and followed by a second and third edition in 1995 and 1998. He is specialized in management of complex decision-making processes. On a regular basis he gives advice to governments and private organizations on complex decision-making, strategic planning, public–private partnerships, process management, intergovernmental co-operation in metropolitan areas and policy evaluation. His publications have appeared in Public Administration, Public Administration Review and Public Policy and Money.

Dr Sandra van Thiel is associate professor in Public Administration at Erasmus University Rotterdam. Her main research interests concern quasi-autonomous organizations, at different levels of government and in different countries. She published Quangos: Trends, Causes and Consequences (2001, Ashgate). Other publications have appeared in journals such as Governance, International Journal of Public Management, and Journal of Public Policy. Sandra van Thiel is executive director of the Netherlands Institute of Government (NIG).