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Thomas Hoerber, Gabriel Weber, Ignazio Cabras, The Role of Sustainability as Ideology for Collaborative Governance, Northumbria University, Newcastle Business School, Newcastle UK; ESSCA, France.

The article deals with innovative governance of sustainability policy in Europe. More specifically, it investigates the role of ideology in different forms of collaborative governance. It assesses the regional power of sustainability in Europe, where commitment towards sustainability is particularly strong and promoted by both bottom up organizations, such as grassroots organizations or local agenda 21 processes, as well as top down organizations, such as the European Union.

The methodology used to develop this paper is based on empirical research conducted by means of qualitative methods. At this stage of research, we conducted in-depth interviews with 26 experts to gather more insights on sustainability as an ideology and the role of governance in the European Union. Furthermore, this paper draws on case studies of innovative urban governance in European Cities.

This includes collaborative governance models such as commoning or remunicipalisation of urban services such as energy supply, water supply, waste management, and housing. It investigates the ideological foundations of different forms of collaborative governance such as the processes around remunicipalisation of water supply in Bordeaux and the project R-Urban in Colombes/ Paris. The latter is a bottom-up strategy that searches the possibilities of augmenting urban resilience by presenting a network of resident-run facilities to create complementarities between crucial fields of activity (economy, housing, urban agriculture, culture).

The findings of our expert interviews as well as our case studies suggest that sustainability is a new and inclusive ideology. Sustainability seems to be a bottom-up ideology that can only in its weak interpretations (e.g. green economy) be regarded in the Marxian meaning of ideology as hegemonic set of ideas proposed by the elite. Promoting sustainability is seen as a *raison d'être* of many forms of collaborative governance in the EU.

Elena Simona Davidescu, Promoting sustainable development norms in laggard environmental states, University of York, UK.

This research seeks to explain the emergence on the policy agenda of two interrelated environmental norms, sustainable development (SD) and green economy (GE) in Romania, a country considered an environmental laggard. The SD discourse emerged several decades later than at the global level, in mid-2000s, but has not taken substantial roots in terms of policy developments (Davidescu, 2013), and the GE discourse has gained a surprising and rapid rise to prominence after 2015, alongside rather than as a replacement of the SD discourse. While the adoption of both concepts has been driven by an external agenda (UNDP and EU), the policy puzzle to explain is why SD was less successful than GE in terms of agenda setting. Furthermore, the question of what has made it possible for the GE discourse to peak after 2015, challenges the claim of the GE discourse that this is a way to address both the economic and ecological crises (Bina, 2013).

The argument proposed in this paper is that the differences in agenda setting were not linked to the economic crisis narrative as a window of opportunity, but to the key role played by a policy entrepreneur in a 'perfect storm' moment of technocratic government in power, able to align the domestic agenda with that of the EU and to overcome the previous politicisation of the SD discourse. The article offers an empirical testing case following up on recent work aimed at bringing conceptual clarity and refinement to the Multiple Streams Approach (MSA), as well as treating 'policy entrepreneurs as the heroes of the MSA story' (Cairney 2018: 200). Furthermore, the literature on climate change and sustainability has looked at conditions for success of policy entrepreneurs in bringing about change in complex societal problems linked to the adoption of the Paris Agreement and institutionalisation of the demand for entrepreneurship (Green, 2017).

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Aurélia Heurteux, Sustainability in public administration: governance and accountability in French metropolitan area, GRM, France.

In recent years, a new communication argument has emerged in society: sustainable development. French metropolitan area is a new structure in public administration. So it is appropriate to consider the development of management tools and demonstrate the link between local municipalities and the metropolis. Such projects are implemented in line with local government procedures, and impact the notions of 'public interest' and 'public service' (PWC, 2010). While some public management tools can be useful to sustainable development, notably Schéma de Cohérence Territoriale (SCOT) [Coherent local government urban plan], or Plan Climat Air-Energie (PCAET) and sustainability report, they reflect the lack of a real social dimension (Leroux, 2012). This is the New Public Management topic as Environment is part of much debates.

Tools have been developed in order to manage upstream and downstream sustainable development. These tools must also include the specific characteristics of the local authority, contrary to the principles of New Public Management (Amar, Berthier, 2007, Pollitt, Bouckaert, 2004, Jansen, 2008). New Public Management is a concept developed by Hood in 1991 who, faced with the public sector's loss of legitimacy, tried to introduce the concept of performance into a sector, whose sole modus operandi, until then, revolved around budgetary considerations.

In Academic Reviews, articles deal with overall performance and CSR (Mousli, 2010) in business. Accountability tools like the Sustainable Balanced Scorecard (Figge et al., 2002; Bieker, 2002) have been studied. Sustainable development would therefore become strategic and its inclusion in management would introduce decision-making support tools compatible with the new vision of performance.

This research try to put forward sustainable tools in public administration, and particularly in metropolitan area.

The question then arises as to the existence of management tools for integrating sustainable development in local authorities.

Several questions arise from this problem: should the dashboard take the form of a private sector tool? Which indicators should be included and why? How is the dashboard developed by the local authority staff? What role should the dashboard play in metropolitan area? How projects are managed between metropolis and local municipalities? What is the role of citizens in sustainability projects?

This research is based on qualitative methodology, a multiple case study of eight metropolitan area: Nice, Rouen, Lille, Lyon, Nantes, Brest, Aix-Marseille, Nancy. 60 interviews were studied with managers in local authorities, officials from government organizations, and software designers.

The provisional results were able to highlight the plurality of methods of governance. Practices in taking sustainable development into account in the city's strategy are diverse. They depend on many factors: regulation, political carrying, the place in the organization chart of the service of sustainable development, the training and the will of the agents, the turn-over. Tools are mandatory: the PCAET, essentially focused on the environment and energy, the sustainable development report which presents all the pillars of sustainable development but which is only used in most cases as a communication tool. Others like agenda 21 or the label energy are a will to go further.

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Lilia Yumagulova & Ilan Vertinsky, Transforming institutional architectures: The role of learning and innovation in 'shadow spaces' for climate resilience, Sauder School of Business, Canada.

Drawing on multidisciplinary literature (public management, socio-ecological resilience and planning) this article seeks to uncover what are the knowledge systems that underpin existing flood management regimes and examine how they enable or constrain learning and innovation required to cope with future flood risks of climate change (e.g., sea level rise). Managing for resilience requires enhanced inter-organizational learning, collaboration, and innovation across the scales of governance and across silos within each scale. Development of resilience requires knowledge co-production, using multiple knowledge systems, connecting science to policy through boundary organizations (Guston, 2001; Cash and Moser, 2000), and enhancing epistemological pluralism (Miller et al. 2011). Effective knowledge production for resilience development cannot take place independently of decision making and action.

The Intergovernmental Panel on Climate Change (IPCC, 2001) attributed failures of governments' responses to climate change in part to information deficits. We contend that constraining institutional architectures may be more critical factors in causing these failures (See also, Pelling et al., 2008). There is an urgent need, therefore, to better understand the institutional processes and the contexts behind knowledge generation and its communication pathways which inform and drive governments' actions with respect to climate change. Our study explores how a regional flood management system, a largely bureaucratic and relatively rigid system designed for protective efficiency and control, is changing in order to accommodate the needs for flexibility, adaptive capacity and innovation that future climate change management requires. In particular, we examine the introduction of new spaces and mechanisms in the existing institutional architecture designed to allow for effective vertical interaction between levels of governments, bridge silos within levels, engage external diverse experts and stakeholders in order to foster innovation, and increase adaptive capacity to mitigate climate change risks.

We have used an embedded case study approach focusing on climate risk governance in the Metro Vancouver region. The study combined multi-scale policy analysis and historical archival research with semi-structured interviews with flood management professionals (N=50) and politicians (N=10), participant observation, and a structured survey of municipal engineers, planners and emergency managers (N=33). In total, seven municipalities were selected as sub-cases within the regional case of the Metro Vancouver region.

Our findings highlight the roles and effectiveness of several key formal and informal institutional mechanisms/spaces created in the regional system of flood management that were introduced to enhance co-production of knowledge and foster innovative climate change solutions. The paper discusses in some detail our findings with respect to specific arrangements, their flaws and strengths and their performances in different contexts. In particular, our findings indicate the importance of shadow spaces (Pelling et al, 2008). These are institutional arrangements that depart from the ordinary formal bureaucratic structures, to create informal safe spaces for joint learning, experimentation and collaborative planning. These spaces connect informal interactions and relationships to formal institutions. We found that they contribute most to innovation when 1) they are recognized by the formal system; 2) they maintain independence; and, 3) they include members with diverse expertise from all scales of governance as well as from non-government and scientific organizations.

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Clay G. Wescott & Felix Oppong, Supporting Innovative Business Development Through Innovative Governance in Poland, Centre de recherche de la Banque Mondiale, USA.

A paradox of innovation studies is known as the "innovator's dilemma" (Christiansen 1997). Businesses and governments are often blindsided by disruptive technologies. Businesses that are market leaders at the old thing first miss, and then struggle with the new. Companies that produced print magazines, for example, at first missed the potential of digital printing. The logical, competent decisions of leaders in the old industry were critical to the success of their companies, and also the reason they eventually lost their leadership position. Building on what was right for their established business, they fail to focus on disruptive technology that led their business to failure.

Governments can also be blindsided by disruptive changes in the political environment. Leadership strategies that were effective under the old regime may be continued too long under the new, leading to failing programs and eviction from public office. This paper examines a case study that brings these two aspects of the "innovation dilemma" together.

Since the first massive disruption leading to the fall of Poland's communist regime in 1989, governance in Poland has been subject to two additional, disruptions. One occurred when Poland's political landscape changed with the tragic plane crash in 2010 that killed the serving President and 95 other political, military and religious leaders. A second disruption took place in 2015 when Andrzej Duda became president after campaigning as the protector of those that felt they had not benefited from the transformation to capitalism.

Over the same period, businesses in Poland overall turned in an impressive performance since the fall of communism, and even during the global financial crisis beginning in 2008. A vibrant private sector enabled high economic growth, low unemployment, increased exports and labor productivity, leading to a much improved standard of living for many citizens. However, comparatively low wages have led up to 12 percent of the population to live and work in other countries. One of the reasons for this is lower rates of innovation and R&D spending than in peer countries.

In the context of these various innovative forces and and disruptions, this paper focuses on a set of policy actions supported by the Government in 2014-2016 to promote innovation and competitiveness in Poland's private businesses. These actions were financially supported by a series of policy operations of the World Bank, and a number of complementary programs supported by the European Commission. The World Bank also published a relevant analytical study on the topic. The paper will seek to answer three main questions: Were the government programs successful in promoting increased business innovation and competitiveness? How did the innovations going on in governance itself affect the outcome of these programs? And looking forward, what are the likely disruptions to Poland from adopting artificial intelligence in the workplace over the next fifteen years, and how can business and government best prepare for this? The paper draws on the author's recent mission to Poland as part of a World Bank evaluation of the policy operation series (IEG in press).

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Benoit Granier & Kudo Hiroko, Bringing innovation in energy policy the case of nudging in Japan, Chuo University, Japan.

In most OECD countries, behaviour change policies have been gaining momentum since the late 2000s in various fields. New policy tools, dubbed “nudges” (Thaler and Sunstein, 2008), have been increasingly discussed and considered as especially innovative and cost-effective since their first implementation in the United States from 2009 and in the United Kingdom from 2010 (Howlett, 2018; Baldwin, 2014; Jones et al., 2013).

In the years 2010, several administrations have started to draw upon “nudging” in order to improve their policymaking and policy implementation processes in various fields, including energy policy. This is notably the case in Japan, where the Ministry of the Economy, Trade and Industry (METI), the Ministry of the Environment (MOE) and the Energy Department of the Tokyo Metropolitan Government (TMG), among other administrations, have integrated the nudging approach to their strategies since 2015, 2016 and 2017 respectively (Granier, 2017). The different stories about the uptake, the implementation and the abandon of nudges from these METI, MoE and TMG allows us to draw a couple of insights relevant to the issue of innovation in public administration and policy.

On the one hand, we propose to explore the ways through which nudging had been incorporated in the three administrations mentioned above, by paying attention to the role played by senior public officers within the government but also by non-state actors, especially experts from think tanks and company representatives. We argue that their strategies are key explanatory factors, together with more contextual features such as the international popularity of nudges, the stringency of climate change mitigation and the domestic reform of the energy sector.

On the other hand, we draw upon the Japanese case to explain how a similar and seemingly innovative instrument, adopted in a virtually identical context by different administrations, can go down very different paths. Indeed, while METI devoted a large-scale experimentation and an adhoc expert committee to the nudging approach, this was not followed by any practical measure. Besides, after a two-year discussion and experimentation phase, the nudging project initiated by TMG’s Energy Department was abruptly aborted. By contrast, the “Nudge Unit of Japan” and the large-scale pilot programme initiated by the MOE in 2017 are still in operation; however, the ministry does not seem able to move forward from the experimentation to the nation-wide implementation phase.

These two accounts of the uptake and practice of nudging in Japanese administrations in the field of energy policy highlight the key role of senior public officers in the process of bringing innovation into public policy. The Japanese case also shows that the efforts and the skills of allies from the private sectors, such as think tanks and energy service companies, are key to the adoption but also to the putting into practice of innovative policy tools. However, we also stress the fact that the initiatives and good will of public managers and their allies might be hindered by institutional barriers which prevent the effective implementation of innovative policy tools in nation-wide public policy.

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Felix Kiruthu, Collaborative Governance Experience in Project planning and implementation in Kiambu County, Kenyatta University, Kenya.

In 2010, Kenyans promulgated a new constitution, which introduced a devolved system of government with 47 counties. The Constitution of Kenya (2010), was passed in a referendum following a protracted pro-democracy crusade by the civil society, media, the clergy and opposition politicians, with a view to introducing public sector reforms aimed at tackling endemic governance problems. These included historical injustices, regional disparities, corruption, electoral malpractices and abuse of power by the executive, among other weaknesses. Under the new constitution, collaborative governance was emphasized and public participation was anchored as one of the pillars to ensure accountability and democratic participation of citizens in public project planning and implementation. However, given that public participation has not been institutionalised in the Kenyan public culture prior to 2010, this has become problematic in most county governments.

In Kiambu County, the identification, planning and implementation of county government projects has been full of controversy. One of the most controversial projects is geared towards rehabilitation of alcoholics and drug addicts, which has been reported to be costing the tax payers in the county approximately Kenya shillings 2 million per day (equivalent of 20 thousand US dollars). In the light of such controversies, the proposed research seeks to achieve the following objectives: to, examine how collaborative governance in terms of public participation in project in project planning is designed by the county executive, the nature of stakeholders' participation and finally, to analyse how public participation affects the implementation of the projects.

The study will apply the Stakeholders Theory to analyse the data based on a qualitative research design approach. The target population will include all those who have taken part in public participation in the County, as well as the Sub County Administrators, Ward Administrators and the members of the County Assembly. Officers from the national government administration including assistant chiefs, chiefs, Assistant County Commissioners and Deputy county commissioners. The researcher will use an interview guide to conduct oral interviews of the sampled respondents. Data will also be accessed from County records and from the national government administration.

Qualitative data from the different sources will be organised into relevant themes and subjected to content analysis. Hopefully, the research findings from the study will help to solve some of the teething problems experienced in collaborative governance in the county for the wellbeing of the citizens.

Houssine Soussi, *New Public Management Practice in Morocco: A Review of the “New Development Model for the Southern Provinces”*, National School of Business and Management, University of Ibn Zohr, Morocco.

Many countries have embraced the New Public Management as the framework through which good governance is instituted and the public sector modernized and re-engineered. Morocco is no exception to this rule, and like other developing countries, is engaged in a dynamic of global reform and development that extends to all sectors and regions. More recently, the country has implemented a new administrative regime called “Advanced Regionalization”, desired and decided by the King Mohamed VI and implemented within the constitutional reform of 2011 following the 20 February social movement, this system aims essentially in achieving competitiveness of different regions of the country, creating jobs, attracting investment, creating wealth and positioning the regions on the national, regional and international scene in terms of attractiveness.

Indeed, through the constitutional reform, Morocco has been able to acquire the legal basis to operate a real restructuring of regional institutions, a significant expansion of the region's powers, a transfer of decision-making power to elected officials, and finally the promotion of financial independence and autonomy in the management of regional affairs. More importantly, the new constitution reinforced the principle of citizen participation. In the same year, the economic, social and environmental council (ESEC) was created by a Royal Decree to reinforce efforts towards advanced regionalization.

This new constitutional institution was then mandated by the King during his speech on the Green March Day on November 6, 2012, to design a new model of regional development for the southern provinces based on the transformation of the traditional public administration of these territories to a more participatory and decentralized model of governance, and that will serve as a pilot model for the implementation of regionalization at the national level. In response, ESEC issued in January 2013 a “Concept Note” on a Regional Development Model for these provinces and a full proposal on October 2013 reiterating commitment to regional economic development, good governance, participatory democracy and advanced regionalization. However, to achieve these goals, a major requirement is the engagement and involvement of all stakeholders in this reform process.

Within this framework of ideas, our study aims to analyze the bases and principals of innovation in regional public management policy in Morocco with a special focus on the “New Development Model for the Southern Provinces” (NMDSP). Accordingly, this research will review the proposed model and assess the possibilities it offers for the implementation of participatory democracy and distribution of political power, good governance and eventually economic growth for the benefit of the local population.

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Jason Alinsunurin & Emanuele Padovani, Co-production for development: a systematic review of emerging trends and models, University of Bologna, Italy

Context: Public sectors in developing countries are among the most hard-pressed in the world to deliver sustainable and significant improvements in the quality of life of their citizens. These development challenges have been recently manifested and legitimated by the consolidation of the Sustainable Development Goals (SDGs) from its forerunner the Millennium Development Goals (MDGs). The necessity to strengthen policy thrusts among actors has become a global development imperative.

Problem: However, as most modern development strategies and policies show, the public, private and civil society spheres are faced with a collaborative structure that are increasingly becoming multi-level and complex: Development actors and organizations have increasingly depended on collaborative/participatory approaches to cascade down the operationalization of policy objectives. At the same time, these actors do not necessarily interface each other. This becomes problematic as renders fragmentation of policy work.

Research question: This paper specifically responds to the challenges and tensions mentioned above by asking: How do development actors go about designing, crafting and operationalizing collaborative approaches as a response to societal and economic development in developing countries? What are the evidences that show that collaborative structures shape development outcomes in developing countries? Are there any emerging trends or models?

Theoretical framework: We specifically use the theoretical lens of co-production of public services (Jakobsen 2013; Nabatchi, Sancino, and Sicilia 2017; Parks et al. 1981; Pestoff 2014) . This is defined as when multiple actors (not just the government, but also non-profits, NGOs and citizens) participate at any stage of the delivery of public services to the communities which need them. We contrast between invited vs. created spaces for participation to understand how they influence our ability to solve the “wicked problems” of the public sector. This is especially important in contexts where public service delivery is fraught by resource constraints, institutional gaps and questions of legitimacy.

Methodology: In order to do this, we perform a systematic review of empirical articles that feature varieties of citizen co-production in various contexts, surfacing out the co-production modalities in a broad set of countries. We follow the methodological approach of the ‘Preferred Reporting Items for Systematic Reviews and Meta Analyses (PRISMA) to create an evidence-based review of citizen co-production and its impacts.

Theoretical and practical contributions: Our theoretical contributions are twofold: first, we aim to deepen the lens as to how co-production has been examined in the public administration and management literatures, with specific reference to developing countries; and second, we aim to show how other non-state actors have been shown to work in conjunction with citizen co-production in developing systems. As an ongoing work, our conceptual elaboration on co-production also elucidates how contextual differences can also play a role in explaining such challenges in attaining the development targets. Given that most of the developing countries in Asia, Africa and Latin America are faced with a multitude of institutional and governance challenges, our practical aim is to also show if, how and which type of collaborative networks between development actors can be sustainable in the long term.

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Richard Webber & Gwendoline (Wendy) Webber, The Hazelwood Mine Fire 2014- Evidence of 'organisational path dependency' in public and private management, Deakin University, Australia.

This paper examines 'path dependency' in the context of the public management of a recent mine fire at the Hazelwood power generation coal mine in the La Trobe Valley, Victoria, Australia. Path dependency is a situation where "managers, locked-in to dependent organisational paths, can only passively observe outside the path, as these managers consider chance events as outside their boundaries, and believe they lack the power to act on opportunities outside the path" (Sydow, Schreyögg & Koch, 2009).

Ownership of the power generation industry in the La Trobe Valley has transformed from full public ownership, commencing in the 1930's, through a process of corporatisation. On 9 February 2014, a fire commenced in an 'open-cut' brown coal mine owned by the privatised Hazelwood Power Station in the Latrobe Valley, Victoria, Australia. The fire burned for 45 days causing considerable stress and dislocation to residents of the Latrobe Valley (population 70,000). The Victorian State Government conducted a public inquiry into the disaster, instituted an ongoing health study of affected residents, and established the office of Commissioner for Mine Rehabilitation. The Hazelwood Power station and adjacent mine ceased operation in 2017 as a result of the decision of its private owners, (Engie 72% and Mitsui & Co 28%). It was reported that the closure was due to the advanced age of the plant which had commenced operation in 1964 (Engie Media Release 03 November 2016).

The failure of public management of was judged a major contributing factor to the incident with the Mine Fire Inquiry finding that, "the Hazelwood mine fire was a foreseeable risk that slipped through the cracks between regulatory agencies" (Hazelwood Mine Fire Inquiry, Executive Summary, Fire Risk Management at the State Level).

The extent to which the path dependency model can be applied to public management failure will be examined. The paper will review the Inquiry transcripts, press reports and other relevant publications in making this assessment. The relevance of path dependency theory in explaining private management failure in the incident will also be explored.

Finally, using path dependency theory, the fire and resulting environmental catastrophe will be examined in terms of it being a 'critical juncture' or 'path breaking event', which will lead to a new path, hopefully a creative, rather than a dependent one.

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Suneel Kumar Chitturi, Collaborative Governance in Andhra Pradesh: A case study of Smart Village Smart Ward Program, University of Delhi, India.

Modern welfare states though omnipresent from womb to the tomb in the life of their citizens are not omnipotent. In the words of Jan Kooiman, today no single actor either public or private, has the knowledge and capacity to solve complex, dynamic and diversified problems of modern times (Torfing et al., 2016:21). This deficiency of resources and competencies is even more true for developing countries whose governments, to put in the words of Mark Goldstein are Hollow Governments, lacking adequate resources and expertise to perform the tasks required to meet their constitutional and legal obligations (Forrer et. al 2014:7). The Indian State of Andhra Pradesh was bifurcated in 2014 in to revenue surplus Telangana and revenue deficit Andhra Pradesh, leaving Andhra Pradesh with huge revenue deficit (GOAP 2014:20) and daunting development challenges (GOAP 2014:27).

With the aim of tiding over the crisis of staring development failure, Chief Minister of Andhra Pradesh exhorted the people of Andhra Pradesh to come forward with creative collaborations and fulfil their debt of service due from every citizen to his village and launched a program called 'Smart Village-Smart Ward' programme on 15th October 2015 (GOAP 2016: 7). The program to be implemented at the Local Government (Village, which is the lowest tier of Elected government in rural areas in India) level seeks to engage interested citizens as partners, expects partners to engage and mobilize the community (both resident and non-resident villagers) for participatory local level development to realise 17 Sustainable development goals (Smart AP Foundation 2015:8).

The partners are expected to work in close collaboration with elected village official by identifying the community's assets, connecting and harnessing these assets to a community vision. Through a unique approach to collaboration built on the idea of leveraging resources embedded in social networks of the partners based on their position (Pena Lopez and Sanchez Santos 2017 :1), the program seeks to mobilise hidden wealth of the society for public welfare (Torfing 2016:138) which according to national policy on voluntary sector India is hugely untapped (NPVS 2007:10).

If properly implemented, this creative collaboration should lead to creation of Public Value (Cropper 1996:83) and enlighten and empower people (Himmelman 1996:9). This paper is an outcome of empirical study of 9 villages selected from among 27 model villages (declared as Model Villages under smart village smart ward program) based on profile of program Partner.

The paper seeks to address the question raised by Gadot whether collaboration is unrealistic pattern for our democratic states which remains merely a theoretical prototype for the ideal society we seek rather than realizable (Gadot 2003:42) or whether it is possible to channel the efforts, resources and competencies of the citizens for development in a sustainable manner? What are the conditions / circumstances that prevent the realisation of collaborative value creation i.e. what comes between resources that can be assessed and effectively mobilized? (Pena Lopez and Sanchez Santos 2017:1). In this paper, I will use both quantitative and qualitative methods to assess the program.

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Florian Keppeler & Ulf Papenfuß, Attracting Public Employees in the Digital Era: A Field Experiment on Social Media Job Advertisements, Zeppelin University, Germany.

Public sector organizations face severe challenges by an aging workforce and the “War for talent” (Ingraham, 2005, p. 521). Personnel capacity gaps threaten the provision of basic public services (Lindenmeier et al. -forthcoming-; Korac et. al., 2018; Linos, 2018; OECD, 2007; Pollitt, 2016). A significant share of public services is provided by state-owned enterprises (SOEs) (Bruton et al., 2015; Daiser et al., 2017; Papenfuß et al., 2017); SOEs - enterprises of which one or more public authorities have significant control, through full or partial ownership (OECD, 2005) - employ up to 50% of percent of public employees on all government levels, often more than core administration (Grossi et al., 2015; OECD, 2005).

The goal of this paper is to examine if and how public sector organizations like SOEs could attract more applicants by using digital personnel marketing measures on social media platforms and if communicating public service motivation, job security and performance orientation has different effects.

Based on the person-organization fit concept of the attraction-selection-attrition model (Christensen & Wright, 2011; Perry & Wise, 1990; Schneider, 1987), the paper conducts a pre-registered social media field experiment with real job offers for German SOEs. Recent literature proposes more methodological diversity (e.g. Battaglio & Hall, 2018) and more experimental evidence, especially field experiments (Andersen & Moynihan, 2018; Bellé, 2015; Jilke et al., 2018; Pedersen, 2015).

The primary outcome of interest is subjects’ revealed intention to apply; i.e. we measure whether the personnel marketing measures encourage people to click on them - in line with an established branch of literature (Jilke et al., 2018; Zhang & Mao, 2016). The conducted field experiment reached over 400 000 impressions on the social media platform and about 4 000 clicks on the marketing measures. The secondary outcome of interest is whether the different treatments (PSM, job security etc.) affect the number of applications.

Regarding the CfP of the IPMN conference “Innovative Governance: Trends & Challenges” the paper contributes by examining three relevant demands of the public management literature: Firstly, the paper addresses public employer attractiveness as a major issue of strategic HRM (subtheme 5 of the CfP) against the background of the human capital crisis. Inter alia, it offers new empirical insights for the effects of innovative, social media measures in the current discussion on modern public HRM (Mergel, 2017). For instance it compares the effects of addressing PSM – which is often recommended for attracting public employees (Ritz et al., 2016; Weske et al., 2018) – with effects of treatments addressing job security and performance orientation. Secondly, literature calls for more empirical research on SOEs in general and SOEs are an ideal case to examine the effects of different factors on employer attractiveness of public organizations in the theoretical discussion on the explanatory power of several theories and concepts. Thirdly, the paper contributes to the call for more experimental research in public management to address endogeneity as well as causality issues (Andersen & Moynihan, 2018; Battaglio & Hall, 2018; Jilke et al., 2018).

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Roopinder Oberoi, Michael Snowden & Jamie P. Halsall, Social Enterprise as a bridge between public and private sector: Stories from India and UK, University of Delhi, India & University of Huddersfield, UK.

The 'rise' and the 'spring' of social entrepreneurship (Steyaert and Hjorth, 2006) along with the buzz around it presently seem inevitable. This interest has stirred up almost in chorus from very diverse spheres with somewhat overlapping, partially dissimilar and even paradoxical agendas. Social enterprise and entrepreneurship "forms the 'hybrid' signifier and 'oxymoron' that can cover many diverse initiatives, oriented as an approach that can change welfare and social problems in the interfaces of the non-profit, public, voluntary, philanthropic and private sectors (Steyaert and I Hjorth, 2006:3-4). The study on Social Enterprise (SE) is reasonably fresh and the pioneering model of organization crossing the boundaries between for-profits and non-profits has gained import. Social enterprises located in an intermediate space of inter-sectionality between market, government and civil society. It has been argued that the Social Enterprise cannot be tied to unyielding description and neither can it be subjected to the equivalent arrangement and parameter as the private and public sectors, without losing traits that might be used to characterize it, such as: blended value based motivation, and autonomy from institutionalized power structures.

Social enterprise has become a contemporary and fashionable phenomenon within the UK. However, social enterprise is not new to the UK. Examples of social enterprise can be traced as far back as the 1840s, where a workers' co-operative led by Robert Owen was set up in Rochdale to provide high-quality affordable food in response to exploitive factory conditions, and the founder of the Salvation Army, William Booth published the "War Cry" magazine since 1879 that re-invested profits to support homeless people. Social enterprises continue to grow and make a significant contribution to the economy within the UK. In 2018, "Social Enterprise UK" illustrated that there are around 100,000 social enterprises, contributing £60bn to the UK economy, representing a 25% increase from 2015. This represents 3% of UK GDP –three times larger than the agricultural sector –and 5% of all UK employment. Similarly, Social Enterprise has grown spectacularly in India, with the country being referred to as "A Social Enterprise Superpower", a social action think tank and action hub, as well as "A hotbed for Social Enterprise" by Beyond Profit magazine, a leading Social Enterprise magazine. Social Enterprises have been extremely effective in driving development in India, home to one of the world's largest populations still living in poverty.

This paper underpins the concept of Social Enterprise to understand the theoretical frameworks supporting the social enterprise hybrid ideal-type. The core ideas will be examined within the landscape of empirical evidences confirming to the growing relevance of SEs in the UK and India an organizational structure geared to created social values. The paper is primarily conceptual and analytical however, its employs secondary data and literature review to build an examination of Social Enterprise as a hybrid organization. The cases of India and UK are chosen to offer comparative investigation of two different contexts and the sustained significance of the Social Enterprise in both of them.

Andrea Gibbons, *Unaccountable? Management consultants as agents of public service innovation*, University of Bristol, UK.

Management consultants have become influential policy actors in many national contexts, alongside other internal and external advisors (Howlett and Migone, 2013). They can be critical agents and even partners in the management, delivery and organisation of government. Hood and Jackson (1991: 24) coined the term “consultocracy” to describe this deeply entrenched and symbiotic relationship (Ylönen and Kuusela, 2018).

Management consultants play an important role in the innovation system (Bessant et al, 1995) acting as external change agents (Birkinshaw and Mol, 2006) and innovators (Armbrüster, 2006). They are associated with the ‘new’ (Wright et al, 2012) and stimulate innovation by challenging the status quo (Clegg et al, 2004), and introducing new ideas, terms and practices to organisations (Sturdy et al, 2009). Despite their private sector pedigree, consultants have played a pivotal role in British public service transformation and innovation (Weiss, 2018).

This paper explores the role of management consultants in the innovation of public services and considers the consequences for accountability, or lack of it, through a case study of the English National Health Service (NHS).

Management consultants wield insidious power (Fincham, 1999) within the NHS, sustained by a well-oiled ‘revolving door’ between the consultancies, the corridors of power in Westminster, and the upper echelons of NHS organisations (Kipping and Saint-Martin, 2005). They have played a central role in conceiving and delivering new public management reforms in the health care sector (Kirkpatrick et al, 2015).

Whilst the use of management consultants in the NHS is an emerging area of public and scholarly interest, academically the literature in this field is sparse and in its infancy and there are calls for more research on the role, nature and impact of management consultants in health care (Wye et al, 2015; Kirkpatrick et al, 2015; 2018).

This study addresses this empirical neglect by considering the role and practice of management consultancy in the NHS. It is based on 40 interviews and observations between management consultants, NHS clients and experts conducted between August 2018 and February 2019. The use of observational research provides rich insights into real time practices and experiences of innovation and accountability.

The study examines the role of management consultants in public sector innovation and transformation. In this context, the paper explores the consequences and challenges for accountability. This is pertinent given the accusations that non-elected and profit seeking management consultants are structurally unaccountable (Leys, 1999; Fincham, 1999; Wedel, 2014; McClure, 2017; Bortz, 2018; Vogel, 2018).

Advancing the work of Busuioc and Lodge (2016; 2017) and Schillemans (2013) and drawing on models of accountability by Bovens (2007; 2014), it presents a reputation based framework for accountability with which to structure academic understanding of accountability and explore accountability interactions empirically, which has wider implications for other policy contexts.

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Benjamin Friedländer, Trends and Challenges of Governance Practice in German Municipalities: Reasons for and Barriers of Coherent and Integrated Steering and Coordination, University of the Federal Armed Forces Hamburg, Germany.

In the context of current debates on innovative governance trends and challenges, the idea of the coherent and integrated steering and coordination of public sector and nonprofit organizations is a crucial issue. The provision of public services at the German local level is characterised by a high degree of complexity. This complexity results not only from the extremely differentiated spectrum of public tasks, but also from the framework conditions, institutional structures and processes of their fulfilment. In recent decades the public service provision at the local level has been more and more shifted to institutions outside the core administration. This process of externalization resulted in a considerable changed institutional landscape and the formation of highly complex corporate structures in most German municipalities. In the course of this development, not only core administration and semi-autonomous entities like municipal-owned enterprises are involved in the process of service provision, but also a reasonable number of nonprofit organizations (NPOs) and welfare associations (e.g. Grossi/Reichard 2008, 2016; Christensen/Laegreid 2011; Henriksen et al. 2016; Smith 2018).

However, the coherent and integrated steering and coordination practice by German municipalities seems to be insufficient. Although municipalities have made significant progress in introducing steering instruments in recent years, the literature highlights that existing – particular managerial – concepts and their implementation are not sufficient to respond adequately to the complexity of tasks and institutions. Points of criticism by scholars and practitioners include an inadequate consideration of political framework conditions, political science perspectives and micro-politics as well as a deficient integration of municipal-owned enterprises and NPOs into local policy and strategy processes. In addition, we observe in public management literature a missing link between strategic management and coordination as well as a forgotten consideration of fundamental concepts like a critical review of public tasks and procedures for institutional choice (e.g. Kuhlmann/Bogumil/Grohs 2008; Bouckaert/Peters/Verhoest 2010; Osborne 2010; Lasar/Buchholz/Hellenbrand 2011; Friedländer 2019; Warm/Schaefer/Friedländer 2018).

In order to cope with the complexity of public tasks and institutional structures, it might be necessary to further develop the understanding of steering and coordination that goes beyond purely managerial concepts and the "simple" logic of technical-rational interventions (e.g. Peters 2011; Osborne 2010; Van de Walle/Groeneveld 2011). For the German case, this innovative understanding is characterised by the idea of a coherent and integrated steering and coordination of core administration, municipal-owned enterprises and NPOs by local council, mayor and politically appointed heads of departments, with the aim of supporting the process of policy making more effectively and efficiently (Friedländer 2019).

On the basis of a literature review, interviews with local decision makers and a document analysis, the aim of the paper is to examine and evaluate status quo and perspectives of selected aspects of coherent and integrated steering and coordination practice in German municipalities. Therefore, the following questions will be answered: What are the conceptual requirements for the idea of a coherent and integrated steering and coordination procedure, including perspectives of public policy, NPM and public governance? What is the status quo in German municipalities? What are main reasons for and barriers of concept implementation? What influence does micro-politics have on implementation? Which perspectives and recommendations can be drawn from conceptual and empirical findings with regard to innovation and governance in local authorities? The study offers new insights for research on innovative ways of governing public sector and nonprofit organizations. The results might help us to better

understand reasons and barriers of coherent and integrated steering and coordination in local authorities.

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Alexander Kohegura, Labour Migrants in Russia: Challenges to a Coherent Integration Policy in a Changing Environment, Peoples' Friendship University of Russia, Russia.

The significance of migration as a public policy issue has hardly ever been more evident than today. Migration is increasingly viewed as a high-priority problem area by many governments, politicians, expert community and the broader public throughout the world.

An adequate coherent and forward-looking migration policy that anticipates challenges rather than backward-looking is a sine qua non of an effective strategy geared to address the problem of a growing in-flow of migrants virtually in any country. The Russian Federation is among those countries which face increasing difficulties and complexities linked with this problem. Since the early 2000s Russia has experienced an upsurge of incoming labour migration predominantly from CIS countries (former soviet republics) and this flow has continued in recent years though on a slightly smaller scale.

The study provides insight into the changes of the migration policy in Russia over the last two decades, outlines existing problem areas and main directions for a comprehensive labour migration reform and identifies the key elements of a strategy to implement such a reform. Special emphasis is placed on the identification of innovative approaches in the adopted policies in particular in terms of ensuring integration of migrants into the society. In connection with this proper attention is given to the analysis of the draft Law On Social and Cultural Adaptation of Foreign Citizens in the Russian Federation (adopted by the State Duma in January 2019).

From a strictly academic and research point of view the study provides a review and analysis of the current practice of exercising a particular function by government institutions with the objective of exposing the origin of a specific malfunction and identifying possible remedial action.

The interest of scholars in many countries to migrants-centric research has become more prominent in recent years. This has led to a number of national and comparative studies (Garcés-Masareñas B, Penninx R, ed., 2015; Patay, 2017; Naronskaya & Polyakova, 2017). However, the issue of how relevant is the adopted policy to the demographic, economic, social and political changes in a particular country and to what extent policy innovation has been introduced into applied strategies remains largely un-explored (Scholten P. et al., 2017).

The study draws upon original countrywide data on the in-flow of migrants and their employment status provided by the government agencies over the period 2001 and 2017. The main analytical tool is process tracing, which is a method of studying “causal mechanisms in a single-case research design” (Beach, Pedersen 2013). This method has recently become one of the common research instruments for case studies in the area of public management (Trampusch & Palier, 2016). The main inferences and conclusions of the undertaken research are backed up by the findings of the survey conducted among experts in the field.

The research will contribute to the literature and practice by responding to the need for the empirical investigations of the strengths and weaknesses of the labour migration policy as well as of the actual effect of developing and applying new approaches in migrants related strategies.

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Eric Stevens, Katia Picaud-Bello, L. Martin Cloutier & Laurent Renard, Designing mutual goals to coordinate tourism innovation projects, ESSCA, France & University of Quebec at Montreal, Canada.

Abstract:

The primary objective of this research is to provide an understanding of the nature and role of mutual goals in facilitating coordination among a network collaboration not primarily motivated by profit in tourism innovation development projects. Two research questions are raised. First, 'How are mutual goals designed to coordinate a network of collaborations in tourism innovation projects?' Then, the second question is 'What are the collective practices, taking the form of coordination mechanisms, used to generate a set of mutual goals in tourism innovation projects?' These questions are answered using an in-depth comparative case study research analysis of two tourism destination projects at their initial development stage. This paper contributes to the innovation management literature by looking at how independent and diverse groups of actors, associated to innovation development projects are able to design and use a set of mutual goals to lead and to coordinate a networked collaboration.

Keywords: Coordination mechanisms, Innovation projects, Tourism Destination,

Alexandre Ribas Hortal, Facundo Bromberg & Agustina Dinamarca, S3LF: A Socio-Technical System for Self-Determinant Governance in Collaborative Organizations, Universidad Tecnológica Nacional, Argentina.

This work presents a socio-technical system in the form of a mobile application (S3LF) for facilitating a digital self-determinant governance experience in collaborative organizations. It consists of a technologically mediated adaptation of the decision making framework Sociocracy 3.0 a.k.a S3 (Priest & Bocklebrink, 2017), and a self-diagnosis dashboard that reports the self-determination of decisions made in different contextual situation. S3LF promises a faster onboarding into self-determinant governance, higher throughput of self-determinant decision making, and the means for the organization to self-correct dominant situations.

In recent years, new socio-technological niches have emerged such as Civic Tech (Patel et al., 2013) or Crowd-Civic Systems (Poblet, 2017) and also the interest in exploring in depth the potential of Collaborative Crowdsourcing (Bigham et al., 2015). However, to the best of these authors' knowledge, there are no socio-technical systems for collaborative decision making focused on facilitating individual self-determination in decision making process.

S3 has been selected as the basis of our application because it provides a methodology for collective decision making based on consent, a mechanism that allow individuals to block collective decisions through objections, and as a result, guarantees certain level of self-determination. In practice, however, no decision making methodology guarantees a perfect self-determinant experience, i.e., dominance can still be exerted in some situations; and S3 is no exception. Although, to the best of these authors S3 is one of the best in terms of providing self-determination, even though, presents two major limitations for massive adoption: slow onboarding, an overload of decision making meta-activities.

Based on practical knowledge obtained through ethnographic fieldwork, S3LF has been designed with the intent to improve over these limitations of S3, through an asynchronous, remote and digitally facilitated governance experience, accompanied by a self-diagnostic tool. Faster onboarding is expected by means of the self-facilitation that naturally provides a digital experience. Higher throughput is expected to occur by means of adapting the synchronous and face-to-face governance of S3 into the asynchronous and remote digital experience of S3LF. Finally, the correction of dominance situations is expected through the use of the self-diagnostic tool.

The self-diagnostic tool of S3LF consists of data visualization of the self-determination on different decision making contexts. The measuring of self-determination provided is in itself a major contribution. It is a particular adaptation of the scales presented by the Self-Determination Theory (Ryan & Deci, 2000) to estimate the self-determination of each decision based on: real time data gathering of instant feedback collected through autonomous logging, as well as, synthetically designed questionnaires provided to the user through the application's interface at the moment in which a decision is made, what allows the contextual capturing of decision information. Data related to self-determination for each decision, is then presented to users through a combination of data analysis and data visualization tools, which allow them to analyze the levels of self-determination of the organization for the different contexts in which decisions has been made, and improve its practices evolving to a more self-determinant operative.

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Stephen Barber & Alex Murdock, Third Sector Organizations in partnership for the public service delivery: Does the Third Sector (Still) Undervalue 'Management'?, University of Bedfordshire & London South Bank University, UK & Potsdam University (Germany).

This article is a timely reassessment of the state of management in the third sector. It considers the extent to which Charles Handy's (1990) assertion, that such organisations are reluctant to accept the need for management, remains relevant. What makes third sector organisations different is the embedded concept of mission and values together with a complex stakeholder environment. However, there are also 'commercial' pressures and an instinct for survival.

This article examines the topic theoretically and empirically. It introduces the concept of the 'Management See-Saw' to illustrate the competing drivers of values and commercialism before exploring such pressures through three real-life vignettes. The analysis develops into a discussion about how modern organisations can measure value and impact and concludes by illustrating the importance of leadership in the sector.

The core contention of the article is that management remains undervalued in the third sector but that not only can commercial focus be identified but also that the longer-term shift is in this direction. It argues that the character of third sector leadership is a more powerful indicator of effectiveness than management.

Giorgio Caridi, Welfare & community subsidiarity: How to improve Italian welfare services and consumptions by using e-government systems in Public Administration, LUMSA University, Italy.

The aim of this paper is to outline some reflections and a proposal, which can be vital for the future of social policy in Italy. There is no doubt that today we are almost at the end of a tumultuous process of internationalization of the economy. We must agree with Pope Benedict XVI who noted that profit is no longer a medium to promote human and social cohesion, but has become an aim, a target. The tendency of markets to separate from the life of the community, to become self-referential, has become the figure of the capitalist reorganization of the last thirty years. Coping with that tendency, Public Administration can only take the path of a permanent re-definition of its role, by the strengthening of strategic planning and quality control of the services provided by private capital in the construction of the welfare community and by abandoning activities management and the direct provision of social benefits. A social protection system where the public-private partnership should become the cornerstone of the new structure not only in the local welfare policies, but also in the traditional social security policies. It is therefore urgent to promote the transition from the so-called “welfare state” to the “welfare community”: it consists of proceeding expeditiously towards building a system capable of answering the question of personal protection through a plurality of channels. These channels should be public and private, market-oriented and solidarity-oriented, state and local, and capable to promote an ethic of responsibility able to identify and put together the available resources. Here concisely it is a proposal: a “plural territorial welfare of promotional kind”, built on the model of public-private partnership, which is developed from the needs of the people and in synergy with the local bargaining and business. In this scenario, the Patronage can and must play a leading role, starting with its mission, which was born almost a century ago in the Italian society. Patronages fulfil with dedication and commitment their role as “subjects of private law, performing functions in the public interest” (Article 1 of Law 152/01), even constitutionally relevant (judgment of the Constitutional Court No. 42/2000). In conclusion, a restructuring of the Italian social security system, focused on a community based mix of formal and informal networks with important links between several elements will be presented.

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Joumana Stephan Yeretjian & Nathalie Angelé-Halgand, How PPPs contribute to stewardship in health: The example of organ donation in Lebanon, *Laboratoire d'économie et de management de Nantes Atlantique (France)*, and *ISSP, Université St Joseph (Lebanon)*.

Public private partnerships (PPPs) have been introduced by reforms inspired by New Public Management doctrines following the example of the British so-called PFI (Private Finance Initiative). This initiative issued in the 90's was designed to fund public hospitals and other public equipment run by public bodies like local governments. It was promoted as a means to favor public investment in a restricted resource context. This was the situation of local governments facing the need to invest without having the financial resources to do so. The need to upgrade their infrastructure could be raised by the introduction of new patient safety standards that would urge them to refine their buildings or medical equipment. The issue of raising funds to finance such investments then led them to resort to arrangements engaging private companies from both the bank/insurance and building sectors as put by the PFI. Other forms of PPPs can be observed articulating public policy implementation with associations, foundations, or agencies operating in a more flexible way than public entities. This is the case of organ donation and transplantation in Lebanon, in its attempt to respond to the World Health Organization directive for countries to achieve self-sufficiency in the organ donation and transplantation needs of their citizens.

Resorting to an abductive approach and case study methodology we explore the ways by which public and private bodies make decisions and eventually co-produce the stewardship of organ donation and transplantation, granting special attention to the governance schemes that have been chosen. The methodology includes an extensive review and analysis of existing literature and documents as well as unstructured and semi-structured interviews of key actors involved in the collaboration process. Results include an in-depth analysis of the nature of the collaborative relationship that suggests that it has all the characteristics of a partnership as defined by Brinkerhoff (2002), i.e. high organizational identity and mutuality, and delineated by inter-organizational characteristics including jointly determined goals, collaborative and consensus-based decision making, non-hierarchical and horizontal structures and processes, trust-based relationships, synergistic interactions, as well as shared accountability for outcomes and results. Resorting to relational contracts to explore the dialectic tensions between control and trust, this study analyzes organ donation and transplantation borrowing from an interactionist perspective rather than a structural and static one. This work aims to contribute to the ongoing enquiry into the collaboration between the state and private sectors with a focus on the health field and an emphasis on the context of a developing country.

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Gregg G. Van Ryzin, Evidence of an output bias in the judgment of government performance, Rutgers University, USA.

Public management as a field of theory and practice has long embraced a focus on outcomes or results over mere outputs of government activity and programs (Kettl 2006; Moynihan 2008; Osborne & Gaebler 1992). However, a study by Grosso, Charbonneau, & Van Ryzin (2017) suggests that citizens tend to exhibit a bias toward more frequent yet ambiguous outputs (people served) over less frequent but more meaningful outcomes (causal effects)—with important implications for evidence-based policymaking and democratic accountability. In this new study, we report on a set of survey experiments with a nationwide sample of US adults (n=840) that probe the public’s judgments about two real social programs, both of which have rigorous evidence of their causal impacts along with highly favorable benefit-cost ratios. In the first experiment, we replicate a paradigm in which respondents are asked to judge the effectiveness and efficiency of an HIV/AIDS program in California with randomly assigned real information about outputs, outcomes and costs. Results replicate previous findings, suggesting that respondents exhibit a bias favoring high frequency but ambiguous outputs (at-risk clients served) in comparison with more meaningful outcomes (HIV infections prevented). In the second experiment, we extend the paradigm to a program for high school students with special needs called Check and Connect, again randomly assigning real information about outputs, outcomes and costs. We find even stronger evidence of a bias toward high frequency but ambiguous outputs (students served) over more significant outcomes (students graduating who would not have graduated otherwise). In both experiments, providing information on the costs to society of the social problem at issue (treating AIDS, dropping out of high school) leads people to judge the programs as more effective and efficient. Thus, while people view a program more favorably when given complete information about social benefits as well as program costs, they remain unable to distinguish between outcomes (causal effects) and mere outputs (people served) when doing their mental benefit-cost accounting. We suspect this ‘output bias’ is fundamental and likely widespread in human decision making, influencing not only laypeople but policymakers and even policy analysts as well (although future research is needed to confirm this speculation). Implications for research along these lines as well as the practice of program evaluation and evidence-based policymaking are discussed.

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Sonia Chikh M'hamed & Harvinder Singh, The rise of Fintech and its implications on regulatory system: Evidence from China and Europe, ESSCA School of Management, Shanghai & IMT Ghaziabad, India.

Abstract:

This paper aims to review the rise of Fintech in China and its role in reshaping the financial services industry and the likely impacts on economic business models. We first frame the rise of Fintech in China and its implications. We then provide learnings from experiences in China that would enable open discussion on why and how regulatory policies in China are likely to enhance the transformation of the market structure from the banking sector to the start-ups in different industries. Furthermore, discussion could be extended to the European context regarding the status of the development of Fintech and the role of the supervisory and regulatory instances in accompanying this digitally transformation.

Keywords: Financial Technology (Fintech), Regulatory Policy, Financial Institutions, China, Europe.

Sébastien Gand & Elvira Periac, Configuring multi-level steering in pilot-projects: A study of a program for frail elderly in France, Sciences Po Grenoble & Audencia, France.

The outcomes of policy innovations regularly provide disappointing results, especially when it comes to scaling up a policy that has been previously experimented through pilot-projects (van Popering-Verkerk & van Buuren, 2017), namely in a specific territory, at a limited scale and in a given time. Recent works have even introduced a ‘pilot paradox’ to express that successful pilots often lead to failures of roll-out (van Buuren, van Popering-Verkerk, & Van Leeuwen, 2018). A source of this short-coming in articulating pilot-projects with roll-out may lie in a difficulty to elaborate a specific steering that do not hinder local adaptation, as needed in governance networks, but that at the same time takes into account more general steering towards learning and implementing at a larger scale (Ansell & Torfing, 2017). Consequently, we focus our research issue in this paper on the implementation of policy innovations through a test phase on a specific territory and, more specifically, explore the processes of elaboration and functioning of a multi-level steering in pilot-projects, as a process and an outcome of pilot-projects rather than as a preexisting network management. With this focus, we draw on the literature on governance networks in public action and propose to consider pilot-projects as complex governance network processes (Klijn & Koppenjan, 2016).

We explore our research issue on the field of frail elderly care in France, through an innovative experimental health and social care program that aims at reducing the disruptions of care pathways for elderly, particularly avoidable hospitalizations. Launched by the French Ministry of Health and Social care in 2013, it was first designed and implemented in nine territorial pilot-projects. This program configuration offered the opportunity to observe multiple case studies of pilot-projects experimented with a multi-level steering composed of the same national steering and a specific local steering to develop for each territory.

Our findings on the nine studied cases show how the national steering clearly frames the content and the pace of the local projects, but does not determine the local steering. The latter is a process of configuration relying on a mix between territorial characteristics with managerial choices on the local steering. The whole leads to a variety of configurations of multi-level steering that contribute to explain the contrasted trajectories of the pilot-projects.

We contribute to a better understanding of the “pilot paradox” through the role of multi-level steering and the discussion further explores how this paradox may be dealt with, through an explicit configuration approach of multi-level steering processes in the first phases of pilot-projects.

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Wei Zhao, How China's Local Governments Manage Industrial Innovation: Open Platforms, Manufacturing Ecosystems, and Public Policy, ESSCA, France.

Wei Zhao

ESSCA School of Management

Address: 1, rue Joseph Lakanal – BP 40348, 49003 Angers Cedex 01, France

E-mail: wei.zhao@essca.fr

Marcus Conlé

Jacobs University Bremen-Social Sciences & Humanities

Address: Campus Ring 1, 28759 Bremen

E-mail: m.conle@jacobs-university.de

Abstract:

Since the late-2000s, China has substantially increased its innovation capacities and formed three major innovation hubs around mega cities of Beijing, Shanghai, and Shenzhen, as well as a group of smaller but rapidly growing innovation clusters of other cities. The Pearl River Delta, composed of Shenzhen together with other cities such as Guangzhou, Zhuhai, Dongguan, Foshan, Zhongshan, Huizhou, etc., has become the most innovative manufacturing cluster in China, highlighted by modest or higher-level forms of innovation in strategic emerging industries such as IT, household appliances, LED lighting, robotics and new energy vehicles/batteries, etc.. Behind this regional development is the “visible hand” of Chinese local governments, which plays an equivalent role to business firms by integrating technological, market and organizational change and resources often beyond firm boundaries. Based on extensive fieldwork in the Pearl River Delta, this paper is to examine the new policy roadmap and implementation mechanisms of local governments that led to the phenomenal rise of innovative city clusters in China.

It is found that open-platforms-creating and manufacturing-ecosystem-building are the most important policy implementation mechanisms of Chinese local governments to develop emerging industries based on some degree of technological innovation. In fact, the recent new industrial and innovation policy of Chinese local governments aims above all at establishing all kinds of “innovation platforms”, a term employed by the Chinese government for various organizations situated at the interface between science and industry, including “innovation alliances”, “industry associations”, “innovation service platforms”, and “innovation centers” etc. These platforms often perform functions of technological R&D, incubating, facilitating, intermediating, and pro-actively contributing to science-industry transfer and interaction, by soliciting and combing openly the external resources from key actors such as universities, research institutes, and industrial firms. Meanwhile, once these open platforms are created and operating, local governments build around them favorable manufacturing ecosystems through series of supporting policies on capital, labor, technical information, and especially land zoning which provides platforms physical spaces (parks, zones, districts) to grow into manufacturing activities. Local governments also promote strong collaboration among suppliers, manufacturers, and customers within the built manufacturing ecosystems. Often along with the governments’ urban and infrastructure development programs, these micro nesting structures of platforms-ecosystems are

combined and evolved into meso-level innovative districts or cities, which attract better quality of human capital and better access to capital, and eventually become more advanced innovative city clusters in the Pearl River Delta.

The current Chinese local governments' policy roadmap for innovation can be characterized as the interrelated processes of: 1) instrumentalizing policy priorities into projects of innovation platforms formation; 2) constructing manufacturing ecosystems centered on targeted platform organizations; and 3) connecting and scaling up the built platform-ecosystem complexes through urban infrastructure development to form city clusters of innovation. This approach of Chinese local government is neither the market-based, horizontal and functional industrial policy approach, nor the old-style promotional, vertical and selective policy approach. In terms of administrative system, the approach is worth of more probing, since it seems to be a mixture of the "Weberian" elite expert organizations like the East Asian developmental states agencies and the "Schumpeterian" fluid organizations allowing for policy experimentation and collaboration.

Keywords: Industrial Policy, Innovation Platform, Manufacturing Ecosystem, Government, China

Charity Njoka & Julius Korir, Costing of government functions in the era of devolved governance: A case of health function in Kenya, Kenyatta University, Kenya.

The Constitution of Kenya 2010 established a devolved system of governance by creating two levels of governance; National Government and 47 County Governments. The new constitution assigns sovereignty both vertically and horizontally by distributing power and resources between national and county governments. The powers and functions of national and county governments are outlined in Articles 186 and 187, and detailed in the Fourth Schedule of the Constitution of Kenya 2010. These were unbundled by the defunct Transition Authority (TA). Article 187 (2) also provides that if a function or power is transferred from a government at one level to a government at the other level, then arrangements shall be put in place to ensure that the resources necessary for the performance of the function or exercise of the power are transferred in line with the 'finance follows functions' principle. The Government's central priority, at national and county level, is to provide basic services to all within the constraint of available resources. However, in Kenya, allocation of resources to different sectors, over the years, has been influenced by historical expenditure and resource envelope at the time. One of the major causes of increases in government spending is how the public demand for government services is expressed imperfectly through the political institutions. In most cases political processes and systems have been used to determine allocation of resources. Unlike in the private markets where individuals are fully aware of the cost of a particular good or service, the cost of public services or goods is at times very difficult to ascertain in the public sector. This is notwithstanding the existence of Commission on Revenue Allocation (CRA) established pursuant to Article 215 of the Constitution, with the responsibility to make recommendations on the criteria for equitable sharing of national revenue between the two levels of governments and other matters relating to financial management by county governments. One of the devolved function is Kenya is Health among others. For this function, costing was done using Excel in five steps ranging from identification of inputs to provide a service, quantification of the inputs, valuation of inputs in monetary terms, determination of the cost using bottom up and top down and methods and lastly determination of the total cost of a service. The costing of health functions was done using norms for service delivery developed by the Ministry of Health (MOH, 2014). The costing of inputs was carried out in terms of human resources, general operations costs, and costs of drugs, commodities and medical supplies for different levels of health care. The study results revealed that normative costs of health services far exceeded available resources in the country for the health services. For instance, the norms for human resources are very ambitious, resulting in huge resource requirements that the country may not afford in the short-term.

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Robert D. Behn, *The Four Horsemen of Innovative Governance: Purpose, Targets, Rewards and Knowledge*, Robert D. Behn, Harvard Kennedy School, USA.

“Innovation is good.”¹ Everybody is in favor of innovation. Unfortunately, what these everybodies mean by “innovation” is not always the same thing. Individuals often have different ideas about what important public purpose needs some innovating, what specific results the innovation should produce, how the teams that produced the innovation should be rewarded, and what knowledge — particularly what tacit knowledge about leadership and management — is required for real humans to produce an effective innovation in public governance.

Can there be any doubt the world loves innovation? After all, almost everyone on the planet would agree that the printing press, the light bulb, and the airplane are obvious innovations. Most would also agree that Johannes Gutenberg, Thomas Edison, and Wilbur and Orville Wright were innovators; after all, they all invented new technologies about which humans had only dreamt and that produced wide-spread benefits.

Innovation in governance is not, however, about technological gizmos. In fact, in the public sphere — and particularly in governance in the public sphere — the nature of any innovation is quite different. It is rarely technological, though it is often operational. Yet even the most memorable and dramatic winners of Harvard’s awards for “Innovations in American Government” never gain the fame of Thomas Edison, or even of Clarence Birdseye (who invented frozen food).

Moreover, unlike most technological innovations that any ordinary human can instantaneously recognize as a useful breakthrough, innovations in governance are difficult to recognize as an “innovation,” let alone to appreciate its impact. This may be particularly true for those who are unfamiliar with how the public sector really works. Even such a well publicized (and widely imitated) innovation in the practice of governance as the CompStat management strategy created by the New York City Police Department is hardly known (let alone understood and appreciated) by the general public.

There may, however, be another important difference between a technological innovation — a never-imagined-before gizmo — and a strategic or operational innovation that creates a better way to achieve an important public purpose, and/or helps public employees and citizens to collectively achieve important results that all value. Indeed many citizens may have complained that a particular governance process needed fixing, though they never had much of an opportunity to do any about it. In part, that may be because they never understood enough about the processes of governance to think analytically and creatively about possible alternatives, let alone how to get them implemented.

Certainly, knowledge is essential to innovation. The Wright brothers spent a lot of time thinking about and analysing how air would flow over wings with different cross-sections, and designed wings that were capable of holding aloft a heavier-than-air glider, and then a heavier than-air and powered airplane. Those who would create innovations in governance will also need sophisticated (but not necessarily technological) skills. They will have to understand [a] why governments and public agencies function the way they do, [b] how they function in ways that are similar to private-sector and non-profit-sector organizations, [c] how and why they function in ways that are quite different from how private-sector and non-profit-sector organizations function, [d] how the core purposes of governments and public agencies are different from the purposes of private and non-profit organizations, and, perhaps most importantly, [e] the underlying causes for these differences. Otherwise they may suggest operational innovations that do not mesh with the core purposes, the organizational structures, and the nature of the government’s operations.

Thus, even if a government tried to make a significant investment in innovation, it could never rely on the Bell Labs model, creating its own internal, innovative think-tank. Certainly Bell Labs produced a diversity of valuable innovations. But that diversity reveals an important difference. Bell Labs was dedicated to innovation — any kind of innovation. It's most famous innovation was Shockley's transistor. And although the transistor was directly valuable innovation for the Lab's owners, AT&T and Western Electric, not all of the Lab's innovations were. That, however, was not a problem; the Lab patented the innovation and sold the rights to use the patent to other firms.

The popular concept of an innovator as a technological genius who works alone and, after years of toil wakes up in the middle of the night shouting "Eureka." In fact, however, whether the innovator is a Gutenberg or an Edison or the Wright Brothers, their innovation is not the result of a fortuitous neuron firing; it is much more the result of years of work. Innovation is a hard slough with multiple wrong turns and failures. Thus, any government or public agency that seeks to become innovative must accept two important realities: (1) Truly creative neuron firings are rare, and (2) any truly creative neuron firing is only the first, small step.

Moreover, for many technological innovations (particularly once they are commercially available), any ordinary human can recognize that the new technology is an innovation; he or she can appreciate its benefits — its direct, personal benefits. In contrast, an innovation in governance may be invisible to the average citizen. Yes, I may observe that the line at the Department of Motor Vehicles has been much shorter the last two times I paid a visit, but I am more apt to attribute that to my brilliant guesses about when to show up and less to some innovation created by a government bureaucracy.

The Harvard Kennedy School's program on "Innovations in Government" specifically seeks to focus public attention on important public-sector innovations that produced significantly improved results. Yet I doubt that the program has significantly raised the visibility of any specific innovation among the relevant public, let alone increased the percentage of citizens who have concluded: "Yes, the public sector can be innovative too."

Hiroko KUDO, *Innovative Co-production or Déjà vu? An ethnographic analysis of Japanese local services with renewed “traditional” methods*, Chuo University, Japan.

In recent years, sustainability of public services has been discussed and studied by researchers as well as practitioners. Various pressures, namely, financial crisis, economic instability, climate change, and demographical as well as social transformation, have considered as reasons and drivers of seeking sustainability. Some examples, however, suggest that sustainable services have existed and do exist (Avenell, 2010; Haddad, 2012), and the recent quest seems to be not the fruit of the above-mentioned phenomena but because of the explosion of public services.

This paper, thus, explores public service tradition and examples of Japan (Avenell, 2010; Haddad, 2012) and analyses them in terms of sustainability through commons. One of the recent developments in public services is to co-produce with citizens (Kawato et al., 2011; Kikuchi, 2010), which was a historically and widely employed method (Haddad, 2012). The tradition of co-production in basic community services has been replaced by public services delivered by local governments (Jain, 2011, Matsuura, 2006) after the Second World War, alongside with the effort to “modernise” and “westernise” the country. Since then, local public services have increased significantly in terms of varieties as well as in budget.

The budgetary pressure of these public services due to the recession and to the increasing need of the population made the society rediscover the co-production with the citizens during the last two decades (Avenell, 2010; Haddad, 2012). Serious natural disasters and crisis have been managed with significant citizen participation, which has proved the possibility of sustainability in delivering public services. Citizens’ self-help has been reintroduced even for building and maintenance of the roads (see Yanai City, 1994; Mino City, 2017), typically provided by the public sector in the modern society, but traditionally by the local community (Sasaki and Sasaki 2006). Services provided through self-help and mutual aid are much more sustainable compared to those provided by the public sector. Thus, the introduction of co-production with the citizen is indeed a process of rediscovering the traditional way of providing services with civil society’s self-help and/or through traditional “commons”.

The paper reviews literatures of various disciplines, not only public management, but also sociology and history, on traditional and recent public service delivery in Japan and analyses from the point of view of participation of the citizens and of the civil society, and of sustainability (Sorensen, 2012). The hypothesis of this research is that in a certain ethnographic context, the sustainable public services are not the expected goal, but are the point of return.

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Roula Masou, The deficiencies of innovation when implementing performance-oriented reforms, ESSCA, France.

Abstract

NPM reforms were seen as an innovative process aiming to implement performance in the public sector. Yet, the experience of implementing reforms in many countries demonstrates the ideology of NPM as one of the main obstacles to innovation. This article suggests a theoretical framework to analyse the missing links between innovation and managerial practices of performance-oriented reforms. It aims to explain how NPM reforms are transforming from a very innovative process to one of the constraints of innovation. Three missing links are illustrating their relevance when implementing performance oriented-reforms: the missing link between innovation and performance oriented-reforms; the missing link between political and administrative powers when implementing innovation and the missing link between innovation processes and employees.

Key words: Performance, reforms, New Public Management, innovation, public sector.

Naciba Chassagnon, The push and pull of organizational atmosphere: theoretical proposition and empirical perspectives, ESSCA School of Management, Lyon, France.

Abstract. The paper is a contribution to organizational economics and management studies, by analyzing the theoretical relationship and empirical conditions under which an organizational atmosphere fosters firm productive efficiency. The concept of atmosphere can essentially be defined as a satisfying exchange relationship that exists within the boundaries of what is called the “internal organization” of the firm. This concept has not been significantly exploited in the literature and deserves better academic consideration. In the paper, we analyze the relationship between the organizational atmosphere and productive efficiency from a treatment effect model that was ran on a sample of 11378 observations based on 3627 French firms. The main results are twofold: they confirm our main hypotheses, according to which the main determinants of organizational atmosphere are (1) human capital development, (2) weak human capital control, (3) employee participation, (4) social climate, and (5) extrinsic and intrinsic motivations. The results also show that under certain conditions, notably related to more specific and participative human capital complementary to a positive social climate, the characteristics of organizational atmosphere have a positive impact on productivity and the growth of firm total revenue.

Keywords. Human resource development, organizational economics, non-calculative exchange, organizational atmosphere, performance, productive efficiency.

