



Exploring Key Elements of Public Governance

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Abstract

The aim of this research is to explore key elements of public governance by reviewing relevant literatures. Public governance literatures propose definitions that emphasize three dimensions as substantive meaning. Firstly, authority refers to who makes decision/policy. Actors of decision/policy making consist of government, private sector, and civil society. Public governance emphasizes: (a) direction measured on the basis of strategic vision, (b) legitimacy and voice measured on the basis of consensus orientation, participation, and inclusiveness. Secondly, decision/policy making refers to how decision/policy is made. Public governance emphasizes performance measured on the basis of responsiveness, effectiveness and efficiency, and professionalism. Thirdly, interaction refers to how relationships among actors are built. Public governance emphasizes: (a) collaboration measured on the basis of partnership and network, (b) accountability measured on the basis of accountability and transparency, (c) fairness measured on the basis of equity and rule of law.

Keywords: authority/power; collaboration; partnership; policy making; public governance.

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1. Introduction

Public governance has emerged as a prominent subject in public management studies since the late 1990s [11] and the early 2000s [18, 22]. But since that time, there has occurred the shift of discourses from public management to public governance [1]. The discourses about public governance have been explored with manifold roots of interest [2], owing to a considerable prior theoretical and/or ideological baggage [30, 31]. The traditional use of “governance” and its dictionary entry define it as a synonym for “government” signifying the exercise of authority over a territory or system, or in an institution, a state, or an organization. Governance refers primarily to government. Yet the growing work on governance comprises a variation in its use and construction. It would not be far from truth to say that in recent times “governance” has become a buzzword, replacing commonplace “government” [12, 23]. The discourses about public governance during 2000s had emphasized the integrated governance with mode of governance: state-centric public governance. But during 2010s, the discourses have emphasized collaborative governance with mode of governance: society-centric public governance as a more substantial foundation [8]. The debates between society-centric and state-centric views of public governance can be seen as a meaningful part of wider evolution in ideas, forms, and tools of public governance [5]. Recent debates about public governance has focused on the extent to which it is government-orientated (as distinct from society-centric and, thus, involving non-state participants), relationship-focused (as distinct from hierarchical and authority-based), and network-centred (as distinct from organisation-based). The question of which of these models or orientations best suits the recent governance environment is problematic because each provides different insights into different dimensions of governance. In other words, they each reveal part of the broader complexity of governance within and beyond government [8]. Considered from the discourses and debates, there has been a prominent trend that public governance reflects attempts to replace hierarchic, rule-bound institutions with interactive processes. But more significantly perhaps, conceptualizations of governance suggest that “patterns of rule are not formal institutions based on fixed laws or norms. Rather, patterns of rule are changing practices arising from interactive processes.” Non-state interests (private sector and civil society) have become increasingly active in making public policy. The interest and value of governance studies can no doubt be traced to this shift in focus – to the dynamics of the relationships between those who govern and those who are governed [20, 33]. Based on the background, this research aims to explore the key elements of public governance by reviewing the relevant literatures.

2. Method

Method of this research applies literature review. By literature review, Snyder (2019) views as a research method [35]. As a research method, literature review identifies, evaluates and synthesizes the relevant literature within a particular field of research. It illuminates how knowledge has evolved within the field, highlighting what has already been done, what is generally accepted, what is emerging and what is the current state of thinking on the topic. Literature refers to a collection of published information/materials on a particular area of research or topic, such as books and journal articles of academic value. To review the literature means to identify key texts, analyze and evaluate critically, then synthesize and organize them into a logical structure [15, 10]. This research reviews the literatures about public governance by identifying, analyzing and evaluating its key texts, then synthesizing and organizing them into a logical structure of its key elements.

3. Public Governance

Exploring public governance is conducted by exploring the key elements based on (1) definition and substantive meaning, and (2) key concept and operational indicator.

3.1 Definition and Substantive Meaning

Public governance has been a phrase with many meanings and for at least twenty years discussion about the precise meaning of governance related to the public sector. The literatures provide the different meanings of public governance based on each perspective. Kong and Yoon (2018) defines public governance as “the overall process of decision-making and implementation in solving public problems in a country, where public agencies or institutions initiate the process or are at least partially involved in the process” [21]. Manning and Kraan (2006) views that “political or public governance, whose authority is the State, government or public sector, relates to the process by which a society organizes its affairs and manages itself.” The public sector can be defined as “activities that are undertaken with public funds, whether within or outside of core government, and whether those funds represent a direct transfer or are provided in the form of an implicit guarantee” [38]. OECD (2011) considers that “public governance refers to the formal and informal arrangements that determine how public decisions are made and how public actions are carried out, from the perspective of maintaining a country’s constitutional values when facing changing problems and environments” [29]. Osborne (2010) emphasizes that understanding public governance is related to “understanding of public policy implementation and public services delivery” [31]. Bovaird and Löffler (2003) defines public governance as “the way in which stakeholders interact with each other in order to influence the outcomes of public policies” [1, 39]. According to Rhodes (1997), Pierre and Peters (2000), public governance refers to “self-organizing, inter-organizational networks” [24]. Public governance focuses upon governance within the public domain, including but not limited to the function and operation of government. It covers broader processes extending beyond the formal structure of government. According to Chhotray and Stoker (2009), public governance embraces not only governance as it relates to the institutions and business of government, but also government’s engagement with non-government parties in the governance process. Considered from this perspective, the general notion of public governance is conventionally associated with the processes that create the conditions for ordered rule and collective action within the public realm [5]. Chhotray and Stoker (2009) think that public governance embraces relations between different governments and societies as well as relations within the one society and level of government. In this sense, it captures that other sense of governance which sees communities governed through complex interactions between the public (government), private (market) and civil (society) sectors, emphasizing the importance of constructive networking between these sectors. Moreover, governance is responsive to multi-stakeholder standard-setting, non-state engagement in policy networks, external and independent monitoring of government, and the pressures of participatory governance and deliberative democracy [5]. The public governance literatures propose several definitions but basically emphasize at least three dimensions as substantive meaning. *First* dimension of public governance is authority. Authority refers to who has power, who has voice in making decision/policy, who makes decision/policy, who decides. There are three actors involved in making decision/policy, namely government, private sector, and civil society (Figure 1).

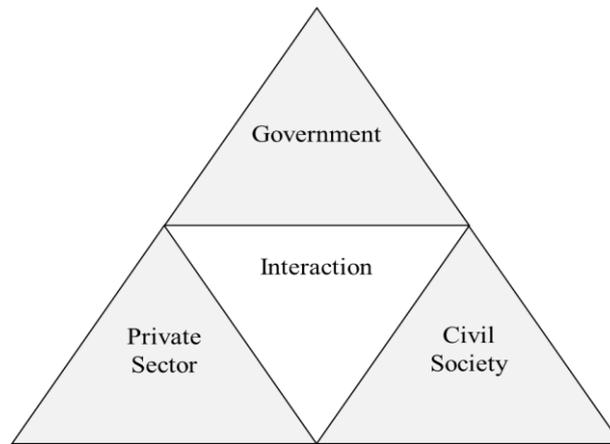


Figure 1: Actors of Decision/Policy Making

As illustrated in Figure 1, there are the roles of three actors in making decision/policy. *Government* as public sector facilitates participation and provides an enabling environment to other actors (private sector and civil society). It is a strong entity that recognizes the significance and autonomy of the other sectors without overwhelming them. (a) Government as enabler provides for the legal and regulatory framework and political order within which private sector and civil society can plan and act. (b) Government as resource provider facilitates by providing resources to assist private sector and civil society. Such resources include information, technical expertise, research and development programs, physical infrastructure as well as grants-in-aid or incentive schemes [28]. *Private Sector* serves as the engine of the society. It is an important collaborator in the economic development of the community. It generates jobs and incomes for the people in the community. Because of its resources such as financial and technical expertise, it can assist the government in coming up with an economic plan for the community and help in the implementation of the plan. It can also provide the needed resources for the government to enable it to pursue big and wide scale projects that are beyond the government's financial capability. The private sector can help the government in the development of technologies that would help proper the growth and development of economy of the community. In this context, the private sector can assist the government to promote the transfer of technology for effective governance. The participation of private sector adds new role to the government and builds partnerships and linkages to the two sectors. Moreover, their engagement shifts the social picture from elite control to active citizenship [28]. *Civil Society* consists of citizens and groups outside government working in the public arena. It is often called as Civil Society Organizations (CSOs) and sometimes referred to as the Third Sector of society, with government and private sector being the other two sectors. This sector plays an important role in the facilitation and interaction among the key actors of public governance. It mobilizes the various groups or organizations in the community to participate in planning and decision making process. Moreover, CSOs organize people into more powerful groups to influence public policies and gain access to public resources. They can provide checks and balances on government power and monitor social abuses. They also offer opportunities for people to develop their capacities and improve their standards of living, for examples by monitoring the environment, assisting the disadvantaged, developing human resources, helping communication among business people [28]. *Second* dimension of public governance is decision/policy making. Decision/policy making refers to how decision/policy is made, how actors make their voices heard. It emphasizes the methods of decision/policy

making. Referring to Easton’s notion of political system, the meaning of public governance can be understood in the perspective of political system as the decision/policy making process (Figure 2).

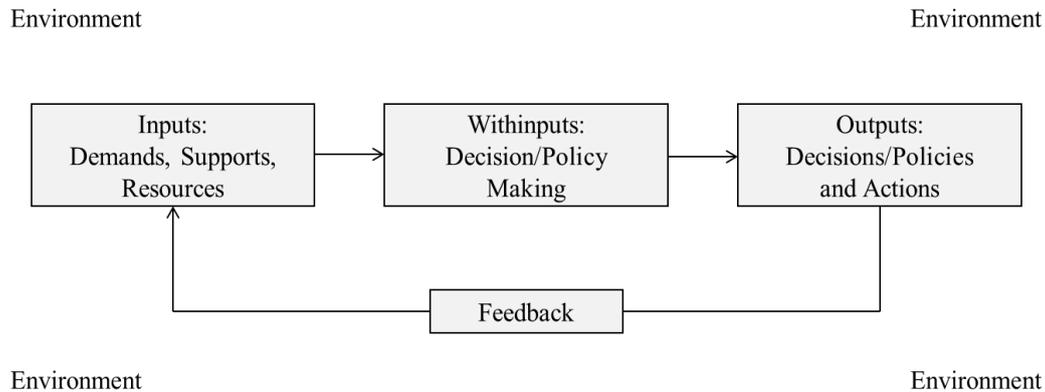


Figure 2: Model of Decision/Policy Making Process

As illustrated in Figure 2, Easton (1953) conceived the political system as integrating all activities through which the policy is formulated and executed – that is, the political system is the policy making process [7]. Easton’s five-fold scheme (input, withinput, output, feedback, and environment) is utilized for describing the decision/policy making process. (1) The provision and processing of input in terms of demands, support, and mobilization of resources. (2) The organization and generation of withinput in terms of an institutional shaping of the decision/policy making processes emanating from the roles, values, norms, and routines that are found in public decision/policy making processes (often said as conversion). (3) The design and implementation of output in terms of policy, regulations, and public services. (4) The provision of feedback in terms of evaluation of outcomes on the basis of normative standards. (5) The changes in the social or physical environment surrounding the political system produce demands and supports for action directed as inputs towards the political system [25, 37]. *Third* dimension of public governance is interaction. Interaction refers to how relationships among actors are built. It emphasizes the nature of interaction among actors (as indicated in Figure 1), then mentioned as interactive governance [20]. This interaction denotes collaboration among government, private sector, and civil society. Collaborative governance operates within and between levels of government, and even beyond government (e.g. participatory governance), as well as its relationship to some of these governance spheres (e.g. network governance) [8]. In public governance, the government is not a sole actor being able to efficiently, economically and justly provide the various forms of public services. The public governance treats the importance of partnership and network among stakeholders in implementing the public affairs. In this context, public governance applies network governance, namely governance through government and non-governmental networks that are engaged in policy-making and public service delivery [31]. Löffler (2003) emphasizes the importance of stakeholders in public governance. Not only public agencies but also non-governmental stakeholders exercise an influence upon the way the rules of the game are formulated and how it is played out in the public domain. They also contribute to the outcomes of public policies, through their interactions with other stakeholders. In this context, networks are specific mode of public governance. Networks are denoted as policy networks that consist of a variety of actors who all have their own goals and strategies but

who are also dependent on each other to achieve the desired public policy outcomes [24]. Public governance emphasizes the relationships of power between government authorities, civil society and the private sector [32, 33]. These relationships embody the notion that the government combines top-down actions and the search for integration and coherence with seeking to foster the support and participation of citizens as well as partnerships with private and voluntary organizations [16, 23]. Key to understanding the public governance is the exercise of government power on the basis of setting priorities (selectivity), maintaining focus over time, long-termism in thinking and planning, and interactions and partnerships with citizens and stakeholders in the formulation and implementation of strategies [17].

3.2 Key Concept and Operational Indicator

Exploring the key concept and operational indicator of public governance is based on three dimensions of its substantive meaning, namely authority, decision/policy making, and interaction. *Firstly*, based on dimension of authority, public governance has the following characteristics. (1) Public governance emphasizes the dispersion of power. It means that in addition to the government, public sector and civil society also have the right to participate in public affairs management [32], and at the same time have the decision right to participate in solving public problems. The division of government is based on democracy. Administrators have to decide to what extent to share public influence with the public, who will participate in public decision-making process and what kind of particular form to choose citizens [34]. (2) Governance refers to institutions and actors from within and beyond government. There are many centres and diverse links between many agencies of government. There is a complex architecture to systems of government which governance seeks to emphasize and focus attention on. In addition to the government, the governance perspective also draws attention to the increased involvement of the private and voluntary sectors in service delivery and strategic decision-making. Responsibilities that were previously the near exclusive responsibility of government have been shared. Contracting-out and public-private partnerships are now part of the reality of public services and decision-making in many countries [36]. (3) Public governance network is based on the resource exchange. In public governance, the network form by public products and services can provide its members abundant social resource to exchange, included currency, information, and technology. Under the formal or informal rules, its members obtain resource, making profit and being independent to other members. Public governance introduces a mechanism of sharing into public administrative management, in order to satisfy different needs from interest subjects and citizens [34].

In public governance referring to the thought of Kovač (2015), the public conduct and organization denote the government governed by law through delegation, coordination and participation. Scope and orientation of administrative law and procedures indicate administrative procedures as a dialogue between authority and citizens, balancing interests by administrative method within the discretion of law [18, 22]. This is concerned with the interest representation [4]. Based on dimension of authority, public governance emphasizes the power and actors in making decision/policy: (a) direction [14] measured on the basis of strategic vision [9, 14, 26, 38], (b) legitimacy and voice [14] measured on the basis of consensus orientation [9, 14, 26, 32, 38], participation [3, 4, 6, 9, 13, 14, 18, 22, 26], and inclusiveness [4, 9], as indicated in Table 1.

Table 1: Concept and Indicator of Public Governance Based on Dimension of Authority

Concept	Indicator
Strategic vision	Vision and mission formulated with the participation of officials, private sector, civil society organizations, and the public
	Need for government to envisage future challenges based on present and future implications: being strategic and futuristic in planning, direction and orientation
	Long term perspective on what is needed for society to grow
Consensus orientation	Building collaboration and mediation among different interests and social forces to reach broad agreement in the best interest of community, and policies and procedures
Participation	Involvement in process of making decisions either directly or through legitimate intermediate institutions that represent interests
	Involvement built on freedom of association and speech as well as capacity to participate constructively
Inclusiveness	Demonstrating who participates in decision making process
	Provision of voice for all stakeholders/actors in formal and informal decision making process

Secondly, based on dimension of decision/policy making, public governance has the following characteristics. (1) Public governance values the role of social public organizations. According to the public governance, the essence of public service is to serve citizens and pursue public interests. So it is important that value is on the impact of public organizations. Social public organizations provide public goods and services not to make profits but solving social problems in a way of voluntary cooperation [34]. (2) Governance is about autonomous self-governing networks of actors. Under governance the ultimate partnership activity is the formation of self-governing networks. Such networks are related to the policy communities and other forms of function or issue based groupings much discussed in the policy studies literature. Governance networks, however, involve not just influencing government policy but taking over the business of government [36]. (3) Governance identifies the blurring of boundaries and responsibilities for tackling social and economic issues. The governance perspective not only recognizes increased complexity in systems of government, it also draws to attention a shift in responsibility, a stepping back of the state and a concern to push responsibilities into the private and voluntary sectors and, more broadly, the citizen. The shift in responsibility finds institutional expression in a blurring of boundaries between the public and private, which in turn finds substance in the rise of a range of voluntary or third-sector agencies variously labelled voluntary groups, non-profits, non-governmental organizations, community enterprises, co-ops, mutuals and community-based organizations. These organizations range over a wide variety of social and economic issues and operate in the context of what has been termed a ‘social economy’ that has emerged between the market economy and the public sector. The governance perspective demands that these voluntary sector third-force organizations are recognized for the scale and scope of their contribution to tackling collective concerns without reliance on the formal resources of government [36]. In public governance referring to the thought of Kovač (2015), the role of government beneficiary treats active citizen as co-decision-maker [18, 22]. This is concerned with the organizational responsibility [4]. Based on dimension of decision/policy making, public governance emphasizes the methods and performance [14] of decision/policy making [4], measured on the basis of responsiveness [9, 14, 18, 19, 22, 26, 29, 38], effectiveness and efficiency [6, 9, 13, 14, 18, 22, 29, 38], and professionalism [19, 23], as shown in Table 2.

Table 2: Concept and Indicator of Public Governance Based on Dimension of Decision/Policy Making

Concept	Indicator
Responsiveness	Ability and flexibility of government to respond to and accommodate societal change
	Ability of government to serve interests of all stakeholders
	Ability of government to meet and gain needs of society
	Ability of government to formulate agenda and priorities of public services
	Ability of government to develop programs of public services
Effectiveness and efficiency	Ability of government to prioritize government services to correspond to citizen needs
	Production of results that meet needs through the best use of resources
	Ability of government to create certainty in institutional and policy environments
	Degree to which rules facilitate speedy and timely decision making
Professionalism	Preparation of all programs and activities attended not only by officials but by private sector and civil society as well

Thirdly, based on dimension of interaction, public governance has the following characteristics. (1) Public governance stresses the coordination of the government. Public governance tries to turn the government from paternalism to a coordinator and from “big government” to small one, and coordinates more social interests, builds dialogue platform, and integrates public resources. In other words, administrators and the public negotiate and try to reach a consensus. Only the government continuously enhances its coordinating role, then it can ensure mostly satisfy various demands from different interests subjects, gain more information and collect the power from all aspects to solve complex social problems [34]. (2) Public governance forms a complex network. Public governance integrates social organizations and individuals to form a complex network contained concentration and restriction of power from all aspects. The members of this network contain government, private sector, and civil society. Each main body is restricted by formal and informal rules, forming the public governance network gathered together by interdependent resources and interactive. It is a kind of social cooperation that the interaction among the members makes the whole network remain relatively stable [8, 34]. (3) Governance identifies the power dependence involved in the relationships between institutions involved in collective action. Power dependence implies that: (a) Organizations committed to collective action are dependent on other organizations; (b) In order to achieve goals organizations have to exchange resources and negotiate common purposes; (c) The outcome of exchange is determined not only by the resources of the participants but also by the rules of the game and the context of the exchange [36]. (4) Governance recognizes the capacity to get things done which does not rest on the power of government to command or use its authority. It sees government as able to use new tools and techniques to steer and guide. Kooiman and Van Vliet classify ‘the tasks of government in a governance’ in the following way: (a) (De)composition and co-ordination: The first task involves defining a situation, identifying key stakeholders and then developing effective linkages between the relevant parties. (b) Collibration and steering: The second task is concerned with influencing and steering relationships in order to achieve desired outcomes. (c) Integration and regulation: The third task is about what others call ‘system management’. It involves thinking and acting beyond the individual sub-systems, avoiding unwanted side effects and establishing mechanisms for effective co-ordination [36]. In public governance referring to the thought of Kovač (2015), the role of the government is collaborative: government strategically develops partnerships [16, 23] for co-decision-making. Scope of the government in the society is small, but coordinating networks in public interest [18, 22]. This is concerned with the method of relationship among actors in decision/policy making and implementation [4]. Based on dimension

of interaction, public governance emphasizes: (a) collaboration [4, 8] measured on the basis of collaboration/partnership and network [4, 8], (b) accountability [3, 4, 8, 14, 19, 29] measured on the basis of accountability [3, 4, 6, 8, 9, 13, 14, 18, 22, 26, 29, 38] and transparency [3, 4, 6, 9, 13, 14, 18, 19, 22, 26, 29, 38], (c) fairness [13, 14] measured on the basis of equity [4, 9, 14, 29, 38] and rule of law [9, 14, 18, 22, 26, 29, 38], as presented in Table 3.

Table 3: Concept and Indicator of Public Governance Based on Dimension of Interaction

Concept	Indicator
Collaboration	Developing strategic partnerships for co-governance: co-creation, co-decision-making, co-production
	Multi-stakeholder partnerships to address problems of common interest
	Network-based governance: interaction among variety of interests
Accountability	Actors/decision-makers (government, private sector and civil society) being accountable for their actions and violators penalized accordingly to the public
	Emphasizing answerability for the use of state resources and assets earmarked for specific purposes, subject to the laws and their requirements
	Degree to which public officials, elected as well as appointed, are responsible for their actions and responsive to public demands
Transparency	Accessibility and clarity of information granted to general public concerning government related activities
	Degree to which decisions made by public officials are clear and open to scrutiny by citizens or their representatives
	Provision of appropriate, necessary and relevant/reliable information to stakeholders when needed
	Free flow of information so that members of the public can understand and monitor the institutions and processes affecting their lives
Equity	Presence of management information system
	Guaranteeing dignity of human person, equal rights and freedom from any discrimination
	Opportunity for all to improve and maintain quality of life
	Equal access to better lot and also to enhance quality of life in the society
Rule of law	Degree to which rules apply equally to everyone in society regardless of status
	Guaranteeing fairness and justice: fairness to all as well as impartial enforcement of laws and rights
	Provision of legal certainty

4. Conclusion

Definitions of public governance propose substantive meaning that emphasizes three dimensions, namely authority, decision/policy making, and interaction. *Firstly*, authority refers to who has power, who has voice in making decision/policy, who makes decision/policy, who decides. Actors involved in making decision/policy consist of government, private sector, and civil society. Based on dimension of authority, public governance emphasizes the power and actors in making decision/policy: (a) direction measured on the basis of strategic vision, (b) legitimacy and voice measured on the basis of consensus orientation, participation, and inclusiveness. *Secondly*, decision/policy making refers to how decision/policy is made, how actors make their voices heard. It emphasizes the methods of decision/policy making. The meaning of public governance can be understood in the perspective of political system as decision/policy making process. Based on dimension of decision/policy making, public governance emphasizes the methods and performance of decision/policy making, measured on the basis of responsiveness, effectiveness and efficiency, and professionalism. *Thirdly*, interaction refers to how

relationships among actors are built. It emphasizes the nature of interaction among actors, namely collaboration among government, private sector, and civil society. Public governance treats the importance of partnership and network among actors in implementing decision/policy making. Based on dimension of interaction, public governance emphasizes: (a) collaboration measured on the basis of collaboration/partnership and network, (b) accountability measured on the basis of accountability and transparency, (c) fairness measured on the basis of equity and rule of law.

5. Recommendation

This research initially describes public governance by exploring its key elements based on reviewing relevant literatures. The relevant literatures of this research are still limited. The next research can be developed by adding many relevant literatures to enrich the comprehensive-integral discussion in order to obtain the key elements of public governance.

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