Public Organization and Management
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Lecture – 52
Public Management through Collaboration - II

Hello dear learners, let us continue our discussion. In the previous session, we have discussed about reforms in the public sector organizations and government, wherein we have discussed about the emergence of new public management reforms and we discussed about the various advantages and disadvantages related to NPM reforms. We have also discussed what has led to the post-NPM reforms based on the understanding of disadvantages related to new public management reforms, wherein we have discussed about that NPM reforms, objectives of the post-NPM reforms were on collaboration, cooperation, governance through networks, public value management, creating public value through collaborative efforts and process. Now let us look into the idea of collaboration and partnership among various actors to enhance efficiency and effectiveness of public service delivery. Now why we are talking about the aspect of collaboration because in the previous session I have highlighted that the disadvantages that led to the post-NPM reforms they actually emphasized on the cooperation and collaboration among various organizations in the network to take care of the 'Wicked issues' or problems or meta-problems which cannot be solved by the efforts and resources available with one single organization. Now, these problems often require that the multi-agency, multiple organizations in the network, they come together and start looking into solving and addressing these issues.

Now first of all, let us look into the idea of collaboration and partnership from the various actors to enhance the efficiency and effectiveness of public service delivery. We'll first of all try to understand the meaning of collaboration, what are the purposes of the collaboration, what kind of problems they solve or the purpose does it solve, what are the various ways or mechanisms of collaborations. So, we will discuss about all these aspects in details. First, let us focus on the meaning of collaboration.

Now, if you refer to the literature, some of which I have also cited on this slide here from sources one to six, you will notice that the terms collaboration, coordination and cooperation, they are used interchangeably. Interchangeably means these terms have been used in place of each other in the literature. In some of the citations you will see collaboration is referred to as coordination; and cooperation is also referred to as coordination among the partners in collaboration. Now because these terms are used interchangeably and different researchers try to define in different ways, there seems to be no consensus on the definition of the term collaboration. Please refer to the citation

number 4 here by Professor Hal G Rainey and colleagues in the text titled Understanding and Managing Public Organization, a textbook to get more clarity on the definition of collaboration.

Now, these organizational collaborations, if you notice, these have led to various forms of the collaborative governance, if you look at. Some of the examples of these types of different collaborations, they include alliance, networks, public-private partnerships, cross-sector partnership and strategic partnerships, etc. Now, the contributions here are not only dependent upon one particular type of literature. These terms have come from wide variety of literature, coming from critical science, public management literature, public administration, organizational behavior and theory, management, etc. I am going to discuss about two of these important collaboration definitions.

One is of alliance and then another is of cross-sector partnership and I will also give you some examples which will better explain these particular collaboration in more details. First of all, let us look into the definition of alliance as proposed by Rivera, Santos and Inkpen in the publication titled Joint Ventures and Strategic Alliance, the Sage Handbook of International Marketing. According to this preview, alliance is any agreement between two or more organizations to jointly carry out a task involving more interaction than the one-time arm's length contract. Let us look into the example, the collaboration, the apex alliance between Tata Trust and Indian government. Now this particular alliance has been formed to look into some of the problems related to the health, education, rural livelihoods, nutrition, water, sanitation and hygiene.

Now, in this case, these two organizations, Tata Trust on one side, Indian Government on the other side, they jointly carry out the task with much more interactions between them to solve some of the problems at hand. In this case, what happened is Tata Trust is contributing to this alliance by providing technology, expertise and knowledge in the respective field and government brings in the infrastructure, resources and reach to work on the various programs. So, this is an example of an alliance. Now, if you look at the strategic value of this collaboration that why this particular collaboration is important, what value it creates, you will observe that government in this alliance brings pan-India reach and infrastructure. and Tata Trusts on the other hand add value in terms of technology expertise and knowledge.

Let us look at their contribution in little more detail to this alliance and collaboration and how it impacted the lives of people in this society. If you look at in terms of technology, Tata Trust, the role that they played, they have developed an app to screen NCDEs in rural areas, which is used in more than 500 districts. So with the help of technology and the government's reach, this particular innovation has led to the identification of or screening NCDs in rural areas and this particular has been used by more than 500 districts. So it is for the betterment of the society and helping in terms of the health care

issues which were faced by which are faced by the people in the public. Another one is related to the education sector.

Educating teachers by creating teacher training courses in collaboration with CBSE for promoting experiential learning in the classroom. We are talking about the alliance between Tata Trust and Indian government. The program has been hosted on Diksha platform and over 2,90,000 teachers have enrolled for this program and have benefited from the program. You see that how this alliance with the help of the resources with one particular organization and resources of the other when they come together it can work for the betterment of the society. I have also provided the link here at number five in the sources.

If the learners are interested to know more about these programs and learn more about this alliance, they can learn from this particular link here. Another important definition which I have noted here is about cross-sector partnerships. Now, according to the authors Selsky and Parker, the source number 3 mentioned this slide here, cross-sector projects formed explicitly to address social issues and causes that actively engage the partners on an ongoing basis. In this case what is happening is the partners are coming from various sectors. Now these cross sectors actors can be from the government organization, private sector organization, not-for-profit organizations, for example non-government organizations, they can come from any sector and form the partnership.

I like to give the example of Unilever here. In this case, Unilever, they tried to create an ecosystem of diverse partners to address urgent sanitation problem which affects more than 600 million poor people. Now, this organization, what they have done is they are partnering with NGOs, banks and schools for creation of the market for cleaning products in the rural area, rural India, it created jobs and with micro-finance also lifted the women from the poverty. You know, creation of the jobs for people, creating opportunities for people so that they can have their livelihood. So, these cross-sector partnerships also are there to address some of the social problems that are confronting people at large.

So, to know more about it, the learners can refer to the link which is given on the source number 6 here on the slide to know more about the contributions of the cross-sector partnership by Unilever to address the social issues and causes. Now, it led us to an important discussion on collaborative public management and collaborative governance. Now, we have talked about what is the meaning of collaboration, what kind of types, you know, what kind of collaborations are there. We discussed about some of its types and definition. Now, we will discuss about the meaning of collaborative public management and collaborative governance.

Let us first understand the meaning of collaborative public management. Collaborative Public Management is the process of managing multi-organizational arrangements to

solve complex problems. Collaborative Public Management focuses narrowly on the coordination and cooperation from the organization. Collaborative governance, on the other hand, encompasses formal and informal networks of decision-making and problem-solving which can involve non-state stakeholders. Now, if you look at the differences between the two, collaborative public management has a local focus because they are largely focused on the cooperation and coordination amongst the partners in the network, while corporate governance operates at the national and international level.

Let us look at the example of the collaborative public management. If you look at the collaborative response to the 9-11 attack, so if we want to look into the example of how this particular example talks about the collaborative public management, it talks about collaboration between law enforcement agencies at all levels of the government, private sector organized security firms, okay industry, civic association and others they come together to look into the this particular issue and respond, so this is an example of collaborative public management. One of the important difference between collaborative public management and collaborative governance is the active participation of the citizens in the corporate governance. On the other hand, collaborative public management may include participatory governance which involves citizens. So one of the important differentiating factor between CPA and corporate governance is that corporate, you know, the corporate governance is actively participating in the corporate governance actually talks about the active participation of the citizens wherein CPM may or may not include the participation of this because they are largely focusing on the cooperation and coordination among the collaborative partners.

Let us have a look at the definition of collaborative governance from collaboration to collaborative governance. In literature, the terms collaboration is frequently used with the term governance. These terms collaboration and governance, they are frequently used together. Hence, this particular phrase collaborative governance has come into the picture. Let us look into some of the definitions of collaborative governance and then I will suggest one of the reading of a case study which can help learners to know more about the aspects of collaborative governance.

First definition given by Ansell and Gash in a paper titled Collaborative Governance in Theory and Practice published in Journal of Public Administration Research and Theory. A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets. Now, you see that there is direct engagement of the non-state stakeholders. For what? Collective decision-making, consensus oriented and this is very very formal process of it. And it is deliberate, which aims to implement public policy or manage public programs or assets.

Another definition by Emerson and colleagues, which was published in an article titled, An Integrative Framework for Collaborative Governance, published in Journal of Public Administration Research and Theory, talks about collaborative governance in terms of the processes and structures of public policy decision making, and management that engage people across boundaries of public agencies, levels of the government and or the public, private and civic spheres to carry out public purpose that cannot otherwise be accomplished. So, it talks about the involvement of various actors from the different sectors to look into the governance as far as the public policy design and implementation is concerned. I have given the title of reference of a paper which was published in Economic and Political Weekly in 2024. This article has been authored by Professor Kumar. The title of the article is Mutual Strain and Equitable Gain Reflections from the Model of Collaborative Governance in Maharashtra, India.

It is available. I suggest learners to read this article to get more clarity on collaborative governance and look into this case study of collaborative governance. I also suggest learners to find out another examples of collaborative governance from their own reading and they can share their views and opinions in the forum that we are going to create through this platform where various learners can engage in a dialogue with each other and there I suggest learners to come up with more examples of collaborative governance and other opinions and views if they would like to share over the platform there. Now, we have talked about the meaning of collaboration and the collaborative governance and what has led to the aspects of collaboration and collaborative governance. Let us continue this discussion on the importance of collaboration and understand reasons that why organizations in the network, they want to collaborate with each other. Why organization collaborate? Why collaborative governance? Now, if you look into the literature, literature broadly classified reason behind collaborations between the organizational partners in the network and they classified it into the broad two categories, which is theoretical reasons or practical reasons.

First of all, we will discuss about the theoretical reasons behind the collaborations. The first theoretical reasons which is mentioned in the literature that why organizations collaborate is about the resource dependency. Now, if you look into the strategic management literature, resource dependence theory and resource dependence as one of the reasons for collaboration is well cited. This particular theory, resource dependence theory, is considered to be a well-developed theory supporting inter-organizational partnerships. Now, there are various organizations in the network, can be public organizations, you know, the government organization I'm talking about, private sector organization, not-for-profit organizations, NGOs.

So, they are all the, you know, actors which are working in the network. Now, the partnership between any of these actors basically can be reasoned for resource dependency. How? The argument according to this theory is that the individual

organization, they lack all the needed resources. One organization may not have all the resources they need to function appropriately or function effectively in their domain. Now, these resources can be any resource like financial resources, people resources, technological expertise available with the organization, infrastructure, reach or etc.

Now, the acquisition of these various resources required by the organizations, they demand organization to leverage the network, leverage their network. Now, if the resource or expertise is not available with them, they will look for that particular resource with the other organizations in the network. They will network with other groups or people outside their environment, okay, their own function environment. For example, government will look for maybe the not-for-profit organization or the profit organization, NGO can look for the government organization's help, government organization can look for the non-government organization, so and so forth. Recall the example we discussed about alliance between Tata Trust and Indian government.

Now, in order to achieve the broader goals of designing and implementing policies and programs on health education, nutrition, rural livelihood, et cetera, Tata Trust depends upon Indian government. For what? Tata Trust doesn't have a pan India reach, but Indian government has. So, you see that resource available with one particular organization is actually attracting the other organization in the network to collaborate. The resource of Pan-India reach with Indian government has attracted Tata Trust to collaborate with them. On the other hand, in terms of Tata Trust resources of technological expertise and knowledge, the government organizations are attracted to collaborate with Tata Trust because they want to address some of the social issues.

Now, the idea is that the grand challenges or the messy problems cannot be solved by or taken care of by single individual organizations. To achieve this, collaboration and collaborative effort is required. There is another important aspect related to this particular exchange relationship between the organizations as a result of collaboration. Once this collaboration has happened, it has actually resulted into the trust building between the two organizations, which in turn can assure the access of required resources in future also. For example, already two organizations, they have partnered together to solve some of the issues or the problems.

So, when they worked with each other, there is some level of trust which has already developed between these two organizations. So, imagine in times to come, if some uncertainty or some kind of contingency come in front of these organizations, they can again get the excess of these resources from each other. So, this resource dependency not only give access to resources of people for that particular problem solving only, it can also result in building trust between the two organizations in the network which can help each other in times to come also. Another interesting theoretical reason that relates to the common purpose of the organizations collaborating. After resource dependency, another

theoretical reason which is important for organizations getting attracted towards each other in terms of collaboration is their common purpose.

What happen is the organizations having similarity in or compatibility in their goals. If their goals are compatible, their attitudes are in alignment, there is a better chance that they will be attracted towards each other to form a collaboration or partnership. The common purpose approach to collaboration closely relate to the idea of similarity among organizations in terms of their values and attitudes. Now, if along with the compatibility of goals, the values and the attitudes of organization are also in congruence, the network among these organization can sustain for long period of time. Because their goals are aligned, their attitudes and values they are aligned, they have common purpose.

So, if they have common purpose, attitude well aligned and congruent, goals are congruent, then this collaboration can sustain for long period of time. Let us consider an example for this. A partnership between an NGO and a corporate. An NGO corporate partnership. Now, if you look at the business organizations, business organizations are mandated to contribute towards corporate social responsibility and provide for society in terms of achieving grand challenges in society.

For instance, one of the issues or concern which confront the society is the depleting water table or levels. So, there is an association, SM Saigal Foundation, an NGO. This particular NGO formed a partnership with DCB Bank Limited in Madhya Pradesh and implement a project called Jal Vikas. Now, the aim of this particular project Jal Vikas was to replenish depleting water table in Madhya Pradesh. Under this project, what has happened is 38 million liters of surface water storage was created in the villages.

To do what? To help farmers meet their agriculture needs. And in addition to this, the project also helped 364 households with over 2000 people. Now, if you look at this collaboration between an NGO and a private sector organization, in terms of the common purpose and hence the collaboration between the two, NGOs aim is to improve the quality of the life of the rural communities, this is their purpose. And the DCB Bank CSR initiative provide a strong foundation for collaboration because in terms of purpose, DCB, you know, in terms of their mandate towards contributing towards corporate social responsibility to take care of the societal problems or the problems which are confronting the society at given a point in time. And of course, the NGO's purpose is to take care of the society, improve the quality of life of rural communities.

So this common purpose have given the foundation for these organizations to collaborate, which otherwise would not be possible if organization have to provide it for independently. Because this resource of money has come from one organization, the other organization already have an experience of, you know, the experience of working with the people on the ground. So, when these two organizations come together to form a

partnership, this can lead to solve the problems of the society. So, this is another example of how the common purpose as a reason can actually influence two parties in the networks to collaborate with each other. I want to highlight here that SM Saigal Foundation is a rural development NGO established in 1999 to improve the quality of life of rural communities.

I have also given the link here in the source referred at number 4. If you want to get more about this, you can go to this link and learn more about the contribution of this particular partnership to solve the societal issues and the problems. The third and the final reason, theoretical reason behind collaboration is cited in literature as political interest. Sometimes the organization collaborate especially with the government organization because they want to gain access to the government officials because of their power and authority. They want to form the political alliance to influence decision processes, ensuring political legitimacy.

For example, if there is an organization who is collaborating with the government and they are doing some kind of work and if there is a partnership which is established partnership with the government, the people outside the partnership will consider that particular alliance as legitimate partnership and then would like to do some kind of transaction and exchange with that particular organization. So, when somebody is partnering with the government organization for the political interest to ensure political legitimacy and promote their policies and programs. This is another reason which is also cited in literature, the reason behind why organization would like to collaborate with each other. Now, this is about the theoretical reasons. Now, we will shift to understanding the practical reasons behind why organization collaborate with each other.

Now, if you look at the majority of the grand social problems and the challenges, they require multi-agency approach. Meaning, multiple organizations need to collaborate and work together to take care of the social issues and challenges. For instance, poverty, healthcare, education, employment and related concern are all the issues which require collaboration between organizations for their redressal. Now, the social issues like these, they have implications beyond immediate concern.

I will explain it with the help of an example. If we talk about education, access to quality education to people. Now, if this quality education access is not assured, people are not getting the quality education, it will have a direct impact on the employment of the people. And if employment is not there, it will have a direct impact on the livelihood and hence health. In terms of health, more than physical health, mental well-being of individuals. So you see that one problem is leading to the other consequence, which is also a negative consequences for people.

So these are the kind of problems which have implications beyond immediate concern. Now to deal with this, government seeks to partner with cross-sectors organisations, partners in the cross-sectors to address various challenges. Then, the problem can also be complex if it involves many different stakeholders. Now, for instance, in providing better healthcare services, now in this case what happened is, to give better healthcare services, public, private, not-for-profit health centers and hospitals are required for delivery of health, healthcare services. Healthcare insurers are also active stakeholders in delivering healthcare services.

Now, these all activities and interactions between these will have impact on the government budgets and resulting policy outcomes. So, these are also the practical reasons that why the organization in the network, we want to collaborate with each other. Another important area is with respect to the collaborative governance and citizen engagement and involvement in ensuring accountability. That's the practical reason that why this engagement of the people is required in the decision making with respect to public policy and implementation. The engagement and involvement of citizens can help in bigger ways such as joint decision making and problem solving.

Citizens engagement in the policy making and implementation can make public aware about the reasons and importance of policy decisions. When public is involved in the government decision making about public policy and implementation, they are aware about the actions of the government and why government is taking some kind of decisions with respect to some policies and their implementations. It can also have you know impact in the better policy and implementation outcomes and also acceptance of policy decision by citizens because they have their say in the design of the policy and implementation and also the support from the public can also be sought in terms of the implementation challenges. So when public is involved, they are engaged in the process of decision making with respect to public policy, programs and plans, the resistance will be lesser from that side and hence the acceptance more and while implementing these policies, whatever challenges they will come across the organizations, they can be dealt with with the strong support from the citizens. This all finally relates to the collaborative efforts to increase the effectiveness and the success of policies and public service delivery.

Now let's look at into in what ways the citizens can be involved and engaged in the collaborative problem solving. Now, if you look at the MyGovernment platform by Government of India, it is a citizen-centric platform which empower people to connect with the government bodies or ministries for policy formulation. It seeks the opinion of the people on issues of public interest and welfare and ultimately achieving the goal of good governance. So I have given that particular link here in the source number five here. Please go to this particular website and see how the government is actually letting the public involved and engaged in the policy formulation.

Examples of citizen engagement further includes, my government platform, they solicit citizen input on draft policies. For example, national education policies 2020 or data protection policy, the inputs were sought from the public on the drafts. So, they can have their say in the policy formulation. In addition, they also seek inputs from the citizens through the activities like or the programs like Man Ki Baat, Pariksha Pe Charcha, these are some of the initiatives by government of India to enhance citizens engagement in ensuring effective public service delivery. The idea of these platforms and the various initiatives is to seek what public want from the government and the public organization in terms of the better outcomes for the society.