Creating Public Value in Probation Services
Karin Geuijen
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Probation: a wicked issue

- Knowledge: little hard evidence
- Stakeholders: many, fragmented
- Challenge: create public value
Historical context: reactions to strategic challenges in policy and organizations

- Traditional bureaucracy
- New Public Management
- Networks
- Public Value Management
Traditional bureaucracy: Old Public Administration

- Politics sets goals and input; civil servants follow, supply-driven

- Legitimacy: sticking to procedures and rules; equality before the law, treating similar cases similarly

- Accountability through politics (elections)

- Proces: steering top-down, accountability bottom-up
Pros and Cons OPA

- legal, predictable
- Administrative inefficiency
New public management NPM

- Effectivity and efficiency: demand driven, cumulation of clients’ wishes
- Politics sets targets, accountability afterwards; managers do the managing, without interference
- Legitimacy: showing results
- Measurable performance
Pros & Cons NPM

- Focus on quality, transparency, professionals provide services to clients, effectivity and efficiency etc.

- However: if targets become overly important these trigger perverse effects and opportunistic behaviour. Professionals become alienated from their work. Catering for individual client’s wishes prevails over the common good.
Networks

- Problems (perceived as) highly complex

- Interdependency
  - Resources: money, knowledge, access etc
  - many partners (state, civil society, business), some international
Pros and cons networks

- Collaboratively dealing with complex societal problems, sharing knowledge and other resources.

- ‘talking shop’ mentality; takes time and energy, sometimes limited results.
Public value management

- Government and public organizations are not only regulators or service providers but capable of creating real public value.

- Public managers develop ‘restless value-seeking imaginations’
Not phases, but cumulation of focusses, dependent on context
What is PVM? Strategic triangle

Strategic Triangle

- Legitimacy & Support
- Operational Capabilities
- Public Value
Heterogeneity in defining Public Value

- Punishment, retaliation
- Protecting society against harm and violation of rules
- Reintegration of individuals

In an open society: justice and fairness, also for obligatees
What is public value?

- What the public values
- What is of value to the public
What is PVM? Strategic triangle

Strategic Triangle

- Legitimacy & Support
- Operational Capabilities
- Public Value
Heterogeneity in the authorizing environment

- Network partners
- Accountability
  - Govt dept Security & Justice
  - Govt dept social affairs, care
  - Local authorities
  - Victims, media
Stakeholder Identification

Context-setters (loose cannon)

Power/Influence

Influence

Manage interaction

Monitor

Meet responsibilities to

Victims/Beneficiaries

Stake

Original Thinking Applied
Starting Conditions
- Power-Resource-Knowledge Asymmetries
- Incentives for and Constraints on Participation
- Prehistory of Cooperation or Conflict (initial trust level)

Influences

Institutional Design
- Participatory Inclusiveness,
- Forum Exclusiveness,
- Clear Ground Rules,
- Process Transparency

Collaborative Process
- Trust-Building
- Face-to-Face Dialogue
  - Good Faith Negotiation
- Intermediate Outcomes
  - "Small Wins"
  - Strategic Plans
  - Joint Fact-Finding
- Shared Understanding
  - Clear Mission
  - Common Problem Definition
  - Identification of Common Values

Commitment to Process
- Mutual recognition of interdependence
- Shared Ownership of Process
- Openness to Exploring Mutual Gains

Facilitative Leadership (including empowerment)

Outcomes
What is PVM? Strategic triangle
Challenges & opportunities in operational capacity

- Professionals: learning
  - Pressured by media, victims, courts?
  - Reflective practitioners co-creating public value

- Co-producers: clients/obligatees, relatives, friends

- Blueprints or design thinking? Ongoing innovation, with network partners
Creating public value

Do

- Philosophical management: what is public value?

as well as

- Political management: how to organize legitimacy and support in a heterogeneous context?

and

- Technical/organizational management: how to organize operational capacity?