

T02P11 / Are Public Policies still Public? Questioning the Relationship between the Public and Private Sector in the Global South

Topic : T02 / COMPARATIVE PUBLIC POLICY

Chair : Clément Soriat (Center for European Research on Administration, Politics and Society (CERAPS) - University of Lille)

Second Chair : Olivier Provini (Université de La Réunion)

GENERAL OBJECTIVES, RESEARCH QUESTIONS AND SCIENTIFIC RELEVANCE

Research in public policy analysis has shown a reconfiguration of the boundaries between the public and the private sector since the 1980s, which is due to the expansion of liberalization policies, the privatization of public companies or even the advent of management standards within public administrations. The “public” character of public policies has been questioned to the effect that the term “governance” has become a recurrent concept for describing the coproduction of policies by a heterogeneous set of public and private stakeholders (Hyden, 1992 ; Kooiman, 2003).

Yet, numerous scholars disprove the idea of the private sector “cannibalizing” the public (Hibou, 2013). The ongoing dynamics would reflect a redefinition of the role of the state rather than provoking its retreat. The decreasing scope of state intervention can instead be considered as a deliberate strategy of adaption to a number of constraints. As a result, new styles of government “by delegation” emerge, whereby the market and the private sector are used as an instrument of a state, whose functions are focused on regulation and incentives (Ansaloni and Smith, 2017). From this point of view, an opposition of the public and private dynamics would be scientifically misleading. Instead, it is crucial to study the intertwining relationships between both sectors.

The intention of this panel is to move the debate about transforming borders between the public and private sectors from empirical fields in the “Global North” to “Southern” contexts, where public stakeholders dispose a priori of fewer human, economic and knowledge-based resources. This empirical shift is even more important, as the limited capacities of states – compared to the North – have been interpreted by several scholars as a decline or even an absence of public policies (Chabal & Daloz, 1999 ; Carment et al., 2010). This intertwining between public management and private interests in Southern contexts has been analyzed by scholars dealing with state-building in Africa (Médard, 1990 ; Bayart, 1989). They tend to argue that these boundaries are even more blurred in African contexts (Ferguson, 2006 ; Hibou, 2012; Harrison, 2005 ; Kelsall, 2013).

Thus, shifting the focus on the Global South seems relevant to reconsider the frontiers between the private and the public sector, to discuss the results stemming from Northern contexts and to move the historical and sociological trajectory of the state at the center of public policy analysis. Whereas the literature on public policy analysis is tending towards an ever-greater hyperspecialization and to untie its approaches from state sociology (Smyrl, 2002 ; Bezes & Pierru, 2012), we argue that studying the public character of public policies in the Global South is crucial for understanding the long-term transformations of the state (Evans et al., 1985).

This panel proposal is part of the research program “Making policies in Africa”, backed by the research laboratory Les Afriques dans le Monde at Sciences Po Bordeaux. However, the panel aims to exceed the initial frame of the project in order to establish new scientific collaborations and to internationalize the exchange on this relevant research question.

CALL FOR PAPERS

Research in public policy analysis has shown a reconfiguration of the boundaries between the public and the private sector since the 1980s. The intention of this panel is to move the debate about these transforming borders from empirical fields in the “Global North” to “Southern” contexts, where public stakeholders dispose a priori of fewer human, economic and knowledge-based resources. This analytical and empirical shift seems relevant to reconsider the frontiers between the private and the public sector, to discuss the results stemming from Northern contexts and to put the emphasis of public policy analysis on the historical and sociological trajectory of the state.

Paper proposals may address at least one of the following topics:

1) Circulation of norms and instruments stemming from the “private” sector and their appropriation (transfer,

translation, hybridization) in specific policy sectors in the Global South: to what extent do these forms of circulation inform about transforming frontiers between the public and private sector? Looking beyond the technical character of policy reform, how do they contribute to transforming power plays between stakeholders, their visions and representations? Concretely, how is this circulation and hybridization carried out?

2) Circulation of stakeholders between the public and the private sphere: is it possible to identify stakeholder networks at the intersections of these spheres, thereby questioning their separation? In a context of neo-liberal governance new stakeholder configurations are shaping the formulation and the implementation of public policies, whereby the collusion of the private and the public sector are more and more assumed and even promoted. To what extent do these dynamics invite us to reconsider the classical literature about the neo-patrimonial character of states in the Global South?

3) The role of the state in these new configurations. Questioning the traditional boundaries between the public and the private sphere brings us to the question of the changing nature of state intervention, without jumping to the conclusion about the breakdown or the retreat of the state. Given this competitive environment, what do state agents do to retain a predominant role in political and social regulation? How do these relations interact with private stakeholders? Do they derive from competition, partnership or other forms of interaction? Which objectives and common goals possibly bring them together?

4) The history of the relationships between the public and the private sector in the Global South. The aim is to trace back the intertwining of public-private relationships within public policy configurations in a long-term perspective. How have these relationships developed over time? Have they been shaped specifically under the colonial and the postcolonial period? And to what extent have the Structural Adjustment Programs transformed the Global South into a laboratory of neo-liberal reforms for the Global North?

The expected contributions should rely on qualitative and/or quantitative empirical data from a Global South context. Priority will be given to comparative research in order to diversify case studies and to encourage crossed discussions. This panel aims to create new research networks and to lay the ground for common publications.

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Session 1T02P11 & T10P07

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Discussants

Clément Soriat (Center for European Research on Administration, Politics and Society (CERAPS) - University of Lille)

Alain Dimitrius Izquierdo Reyes (Universidad de Guadalajara)

The promotion of public-private partnership in a neo-patrimonial context, comparison of two mixt policies in Madagascar

Zoé Tinturier (Science po Bordeaux)

Since the 1990s, financial institutions have increasingly trust in private sector, believing in its ability to solve global problem (WB, 1990; PNUD, 1990, FMI, 1999) The exponential implication of private sector in the construction of public policy have been interpreted by some authors as a retreat of the state, whereas others speak more about a delegation system controlled by public authorities (Hibou, 2013). Institutional institutions have finally follow that trend considering private sector cannot be developed correctly without an adequate institutional public frame. After being criticized with force, multiplication of reports valorises the come back of the state whereas the promotion of public-private partnership promises reconciliation between private and public sectors.

Strongly connected to international actors (Roubaud and al, 2017), the Malagasy elites have adopted very early strategic official frames and plans approving those international assets (DCPE, 1999, Banque mondiale, 2005). However, analyses in different areas show that Malagasy state is characterised by neo-patrimonial links, public institutions surviving only because they permit an access to resources for elites' competition (Galibert, 2009, Chartier, 2016). In a context where the category of public and private sectors are permanently scrambled by actors' practices and strategies, it seems meaningless to speak about a reconciliation or coordination of public and private sectors.

In this presentation, we want question the impact of the importation of public-private partnership model in a context where the frontier between private and public sphere are not clearly acted and fixed. Based on a comparison of two concrete cases of public-private partnership set up in two cities of Madagascar (one in the sector of nutrition in Antananarivo, another in the waste sector in Tamatave), we want to observe the forms of institutionalisation implied by that the promotion of that type of politics in the international scene and the development of new kind of links between public and private actors.

We will show that public policies promoted by international actors, locally traduced by national "brokers" (De Sardan, 1993; Nakanabo Diallo, 2013), have favoured the supplying of an "administrative frontage" (Fremiggacci, 2014) which have been kept in live by Malagasy elites over time (Raison Jourde, 1991; Randrianja, 2009; Fremiggaci, 2014). Its renewal thanks to the promotion of private sector has favoured the development of a type of elite who knew how adapts themselves to the entrepreneurship figure promoted in the international areas. The come back of the state in official programs can trigger new types of rivalries with public authorities who are in fact kept at the margins of the policies. The presentation aims at showing the effects of interplays of actors on the shaping of mixt policies gathering international and local actors, entrepreneurs and public authorities.

The interdependence of public policies and private interests. The case study of the social policy in the Ivory Coast

Clément Soriat (Center for European Research on Administration, Politics and Society (CERAPS) - University of Lille)

This communication is based upon a field survey carried out in Ivory Coast. It aims to analyze the socio-historical trajectory of the Ivorian state through the study of a specific policy sector (Universal Health Coverage -UHC -). Thus, beyond its sectoral stakes, the UHC contributes to question the reconfiguration of the boundaries between the public and the private sector. More specifically, I focus on an Ivorian company involved in the implementation of the UHC (SNEDAI). I assume this kind of Public-Private Partnership reflects a redefinition of the role of the state rather than the idea of the private sector “cannibalizing” the public. “Governing by the market”, the state experiments neoliberal instruments and new styles of political regulation. As a result, the historical collusions between political and economic elites are more and more assumed. From this point of view, “governing by the market” does not refer to outsourcing of tasks and responsibilities outside the public sector. I consider the dynamic more as a flow of resources within a politico-economic space structured by clientelist networks, the process contributing to reinforce the positions of the elites.

Reflections about subnational public debt for financing metropolitan policies: In the context of the sharing economy

Alain Dimitrius Izquierdo Reyes (Universidad de Guadalajara)

Juan Diego Omar Martínez Delgado (Universidad de Guadalajara)

Main.

The expansion of large cities around the world promotes greater growth of the metropolis, in which various municipalities converge. Therefore, urban boundaries between local entities are reduced, which unify in practice in the provision of public and private services to residents. At the same time, the economy is evolving in an accelerated way in its new forms of association and presence, both in the physical and digital world, which increases and scales new possibilities for interaction in the provision of services that test the regulation of these. Therefore, the present study proposal aims to reflect on whether these changes can affect the evolution of public finances in cities. In particular, subnational public debt instruments and sustainability in a context of metropolis and governance. The document purposes to explore aspects of the new economy and trends of the instruments of the collaborative economy in favor of a better efficiency in the provision of services between supply and demand.

Methodology.

This review of instruments and reflections allows us to discuss the opportunity of these to achieve the financing of metropolitan policies, whether with traditional finance tools, or if there is scope for new instruments in the collaborative economy. A great challenge is it studies the essential component of metropolitan public policies: financing. Therefore, it is important to explore sustainable public debt instruments in the subnational scope or other financing tools that free resources to build urban governance in a collaborative environment.

Finally, in most cases public budgets are restrictive to integrate the demands of society, these are offered in a public agenda, when these are policies; But when finances are weak and limited, there is a lesser capacity to respond to public problems. Therefore, it is very important to innovate in this sector to maximize resources.

The present proposal paper connects with two lines of this panel: 1) The new economy and finance strategy in the context of the metropolis, and 2) Trends and financing instruments for a build a governance in the new economy

Key words: public debt, subnational, public finance, governance, sharing economy

Public Transit Governance in the Metropolitan Area of São Paulo: an analysis based on the 2010 Census data and the municipal budgets.

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Vladimir Maciel (Universidade Presbiteriana Mackenzie)

This paper aims to analyze the governance's challenges in the public transit policies in the Metropolitan Area of São Paulo , based on the 2010 Census data regarding home-to-work commuting, as well as the municipal finances obtained from the Secretariat of National Treasury (SNT). There are any standardization of the transportation services' quality and its infrastructures in order to allow fluidity and decrease the inter- and intra-municipal commuting time. The economic space and the activities' distribution do not respect the existing administrative boundaries. It is very common for people to commute between two municipalities. There is not a unified standardized billing system, nor is there an intermodal infrastructure integration, so that the public expenses (both municipal and state) are inefficient. In addition, the governance is affected by the Brazilian federalism that considers cities as federated entities with autonomy and responsibility to implement their own public policies, transportation included.

This research consists of the following steps: initially, there are presented the mobility indicators and their spatial distribution patterns, as well as the municipal budget data on transportation. Once the diagnosis is established, there are raised the institutional characteristics of the metropolitan transportation arrangement in São Paulo, as well as the governance practice problems as inter-municipal public policy.

The main theoretical approach of this work uses the Political Sociology of Public Action and its three main components: the global sectorial relation (how the public action in the transportation area can be combined with other policies adopted in the municipalities and how they can be integrated in the context of metropolitan interaction), the referential (the legal, institutional and cultural parameters, such as Metropolitan area specific legislation, federative tensions and public budget) and both the actors description and their interaction dynamics in the design and implementation of public transportation policies. Metropolitan governance could, therefore, be described as a continuous articulation exercise in the pursue of balance between needs, interests and relations of cooperation and conflict between the actors involved.

The importance of this study can be expressed in the characteristics of RMSP itself: 39 municipalities with their own political and socioeconomic particularities, about 22 million inhabitants, the concentration of the Brazilian industry base and almost 20% of the country's GDP. The cities that make up the Metropolitan area have very distinct characteristics and include from global cities like São Paulo to tiny towns like Salesópolis. According to official IBGE data, the first, São Paulo's state capital, concentrates more than 12 million inhabitants, has a GDP of almost US\$186,5 billion and is the financial capital of the country, while the second has less than 20 thousand inhabitants and a GDP of US\$ 53 million .

Taking some international examples into consideration, one can see that Brazilian institutions are similar to other cases in some ways, but the result is a hybrid pattern that reflects the disarticulation of the transportation policies at intermediate levels of the federal arrangement: both municipal and state.