Accountability and Challenges of Partnership in Good Governance: Delivering Public Service

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ABSTRACT

This paper examines the rise of the Partnership Theory in good governance which required collaboration between two or more organizations. The transformation of partnership in governance has led them to have common goals and achievements in delivering public service. However, delivering public service was not as simple as people think due to the challenges in terms of time and energy constraints yet it restraints them from being a part of good governance. Lack of understanding in cooperation and decision making has brought "them" into the challenges created by the partnership itself. Hence, the elements in the partnership should be justified in order to have a clear view on the accountabilities and challenges in maintaining the trust on good governance. Thus, having a better view in partnership roles is crucial in order to strengthen the understanding of the theory in delivering a good public service in the future.

INTRODUCTION

In the rapid changes in this modern world, the diverse of the organization form had showed the growth of partnership which led to the investor-owned corporations from employee-owned partnership. In order to have a clear view on different forms of organization, we need to understand the core of the economic problems first so we can determine the structure of productive enterprise. The role of partnership in human-capital has been noticed in various field especially intensive professional services such as; law, medicine, banking, consulting and other business management fields as the corporate forms has dominated bigger industries. The classic work by Benjamin Ward [27] has proved expands of the force in labor was less due to the profit sharing if compared to a corporation.

In the context of accountability, partnership can be defined as two or more organizations which have an understanding on collaborative. This agreement is due to the condition of the company or organization that constraints "them" from finding a resolution on the particular issue on their own also the lack of the ability in purchasing appropriate resources through market transaction. Accountability consists of the factors which affect the decision making and there are three layers:

a) being held to account (compliance)
b) giving an account (transparency)
c) taking into an account (responsiveness to stakeholders).

In this paper, the focus of the study will be on the health department which most of the corporations in the world had formed the partnership with other organization in order to provide the better services to the public. Nevertheless the quality of the law and medicine might not be able to be measured or assessed for a long period nevertheless there were no problems occurred with market monitoring which maximize the profit effectively in the health organizations. On the other hand, the shrink in the quality and less hire workers could be due to the less activity in market monitoring between corporations and partnerships. According to the UNCHS [26], ". . . decentralization of responsibilities, policy management, decision-making authority, and sufficient resources . . . to local authorities, closest to and most representative of their constituencies, as well as through international co-

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operation and partnerships. . . . An enabling strategy, capacity-building and institutional development should aim at empowering all interested parties, particularly local authorities, the private sector, the co-operative sector, trade unions, non-governmental organizations and community-based organizations, to enable them to play an effective role in shelter and human settlements planning and management. . . . Each Government should ensure the right of all members of its society to take an active part in the affairs of the community in which they live, and ensure and encourage participation in policymaking at all levels". On top of that, the partnership was used to deliver public service and objectives which offer the services that single organization cannot provide and efficiently. Developing the partnership for the development and business gains was the aimed of financial investments, resource investments and others.

Literature Reviews
Partnership:

As mentioned by Stuart, Walker and Minzner [24], "Partnerships are strategically formed relationships between organizations that involve varying degrees of resource sharing, joint decision making, and collaborative work to address common interests, achieve shared goals or benefit mutual stakeholders [1]. In the organizations, the objectives of partnership are the need of the organization in combining the resources and forte the outcomes while the effectiveness can be defined in delivering the partnership could affect the quality and improvement [2]. In some of the partnership literature, the effectiveness can be seen in some of the various field and definitions. The effectiveness definitions can be seen as an action which represents the behavior or conditions which could be emphasized on the desired goals in partnership [6,12,29,25].

Besides that, Cadbury describes partnership by means of 'power being shared equally with all partners' [10]. As mentioned by Fowler in Cornwall [11], he states to authentic partnerships as 'understood and mutually enabling, interdependent interactions with shared intentions'. Though the recent definition has changed from management and cooperation to common benefits and shared responsibility, there was no compromise on partnership. Brinkerhoff [7] recommends the delineation of partnership need to be included two fundamentals:

- Mutuality: interdependence and commitment.
- Organisational identity: mission, strategies and values.

In the development of the partnership was seen as actions in bringing complex systems on their own effected by interests and stakeholder demands. It also can be seen as 'it's like a marriage, you don't get just the individual, you get the whole family.' [3]. Furthermore, some of the previous studies, partnership rhetoric used as a symbolic use for public relation purposes. According to Ashman [3] "administrative procedures and practices" is one of the main factors which restraint the partnership achievement which did not allowed proper implementation of partnership principles. There was an argument on the partnership that claimed the factor influence the partnership environment such as organizational policies, accountability procedures yet the external factors such as stakeholders and economic trends.

Although most of discussions on the partnership were related to the performance management, there was a shift in the partnership especially in flexible framework. By sharing common responsibility, trust, partner and prevail, it could be the effective development in partnership that promote communication mutual influence and joint learning [3]. The highest achievement of partnership can be evaluated on the realization of partner's objectives which they cannot as mentioned in Nonprofit and Voluntary Sector Quaterly (34(3):340). The effectiveness of partnership can be assessed by the *internal outcomes* and *external outcomes*. In order to increase the accessibility of more clients than single clients, the terms of client or community outcomes must include distributional effectiveness, access and service integration. In some examples, some of the literature identifies internal outcomes which seen as a medium in improving the organizational learning and maximized partnership sustainability [20,16,19,8,26].

Accountability:

The terms of accountability can be described as giving a responsibility who has interest on certain things and "it also holds the meaning of being held responsible by others - being 'held to account' (Cities Alliance, 2012)". The meaning of accountability does not limited to the individuals or organization but also as a medium for them in improving and shaping the mission and values which could help them in achieving related goals. The effects of the accountability do not only on the stakeholder but organization itself. Hence, this could promote the culture and practice which compliance to the organizational policies also advance learning and maximize the potential of the factors. Blagescu stated an accountability framework developed by the Global Accountability Project (GAP) consists of four elements that maximize accountability to the fullest potential. The four elements are;

- Transparency
- Participation
- Evaluation
- Complaints and redress

Challenges:

The Roll Back Malaria Partnership (RBM):

This organization consists of 26 member Partnership Board, Executive Member (10 member from each of seven constituencies) and it is a multi-stakeholder. Nevertheless, an assessment on the RBM found that the Board had limited accountability and it also does not have direct accountability due to the indirect accountability among the Board. In other means, the accountability lied in the Board were only on their interest and the achievements of RMB. There was an evaluation report stated the RMB faced some of the problem regarding delivering public service. Due to the problems, it restraints them from delivering good public service and the problems are;

- Slow decision making progress and unable to decide policy decisions
- Less clear in defining the partner's roles and responsibilities
- Unable to perform the responsibility in raising funds

However, due to the reports had helped the RBM in improving their roles and participations also in delivering public services.

Cities Alliance (CA):

In 2001, this organization established as Cities Alliance (CA) and it consists of development agencies, governments, NGOs and others. This organization only works in helping to overcome the poverty, development of urbanization but not as financing agency. With annual budget approximately $10-15 million, the organization use the budget in governance for the development nevertheless the World Bank had discovered some weaknesses in determining whether the CA can be determined as adding value. The evaluation on the CA found that this could be due to the insufficient resources and also short of personnel to assist the activity and there were also some issue regarding governance;

- Less clarity in determining the roles and responsibilities of governance especially on oversight of Secretariat's roles and accountability
- There were some issues regarding conflict of interest between the stakeholders of the organization.

The Global Alliance for Vaccines and Immunization (GAVI):

Established in 2000, this organization builds with complex arrangement consists of four different boards; (1) The Alliance Board (responsible in monitoring and s*et al*l the policies); (2) the Fund Board (accountable in s*et al*l the policies regarding the finance nevertheless inexorably on policy and finance monitoring); (3) the International Finance Facility for Immunisation (IFFm) Board (eligibly in monitoring the transactions and spending); (4) the Fund Affiliate Board (liable in providing the linkages between the Fund Board and the IFFm Board). This inclusiveness give the power to the multi-stakeholder in order to ensure they have the power in finance accountability, budgetary control and financial management as well. On the other hand, the review on this organization had found that there were some problems occurred in the GAVI's governance arrangements:

- There was some confusion about who was accountable on all the activities occurred in the organisation.
- Indistinct of accountability lines
- Less support from the senior management team
- Inefficiencies in time and money

In 2008, the GAVI had changed the way of governing the organization into single governing body and this had led into debates on the power of multi-stakeholder independent executive board, due to this had caused the hybrid model which seen as the successful of the GAVI. The new model had brought some improvements and it seen as a significant.

Methodology:

In this paper, the source of the data will be on the previous studies which discussed more on the partnership in the governance. This data will be interpreted by analyzed all the possibilities and consequences which could be occurred in the partnership. In the context of this study, the paper will be focused more on the various fields such as law, medicine and others which could be seen as partnership in making the good governance as reality. Furthermore, the challenges in the partnership can be identified by finding more cases regarding the partnership. The cases could help in determining the partnership weaknesses yet help to seek the resolution of the problems. On top of that, the study aims to identify the gravity of partnership effectiveness in delivering public services.

Conclusion:

The expand of the concept in partnership in delivering public services should be clearly identified and defined due to some lacks in the partnership. Due to this lacks of partnership especially in determining the roles and responsibility had brought this into some problems which constraints them from making a wise decision making. In addition, the lacks of the partnership can be avoided by having good decision making especially when it comes to time and money. Since the objectives of the partnership is delivering public service, effective

action should be taken into an account in order to overcome the all the inability in completing public services. Hence, the concept of the partnership must be emphasized and the issues as well.

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