



Gordian Knot or Integrated Theory? Critical Conceptual Considerations for Governance Network Analysis

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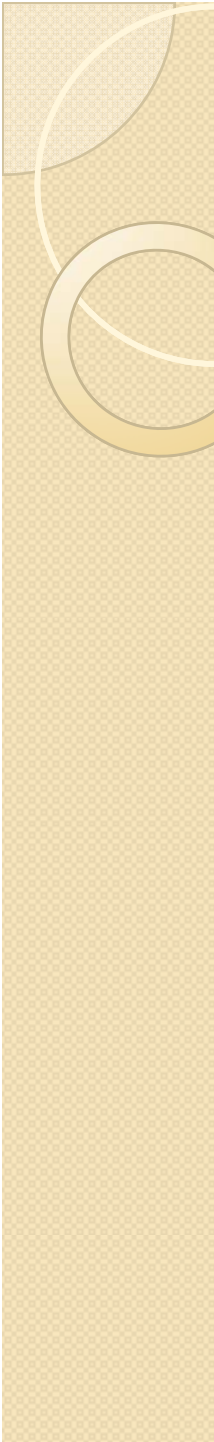
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*'Turn him to any cause of policy,
The Gordian Knot of it he will unloose,
Familiar as his garter'*

([Shakespeare](#), [Henry V](#), Act I Scene I. 45-47)





Current state of theory development:

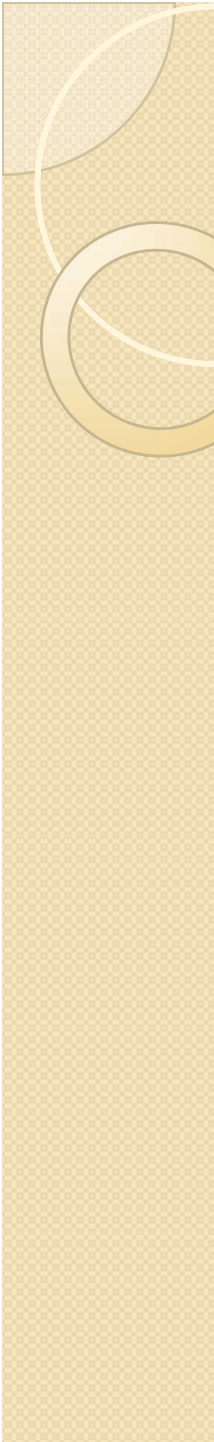
- Provan, Fish and Sydow conclude that, “... no single grand theory of networks exist...” (2007).

- Frederickson observes that the current phase of theory development is “neither theoretically tidy nor parsimonious,” and “at this point there isn’t a single theory that puts its arms around third party governance” (2007, p. 11).



Existing typologies for characterizing networks:

- Includes: Rhodes , 1997; Kickert, et al., 1997; Agranoff and McGuire, 2003; Mandell and Steelman, 2003; Sorensen and Torfing, 2005; Milward and Provan, 2006; Frederickson and Frederickson, 2007; Agranoff, 2007; Provan and Kenis, 2007—see appendix for table of major conceptual advances since 1990.



The central thesis of this manuscript:

- If the inter-organizational network is to be advanced as *the* unit of analysis (and ultimately evolve into a comparative, interdisciplinary effort to advance theory, research and practice) several methodological and conceptual dilemmas need to be addressed.
- After a review of the literature that sets the stage for a deeper analysis of these dilemmas, we offer six propositions that will guide future research and theory development pertaining to mixed actor governance networks.

Figure 1. Some Conceptual Considerations in Governance Network Analysis

1. Macro-Level Forms

- Are hierarchies and markets forms of networks or should networks be considered as distinct from them?

2. Administrative Authority

- How to account for mixed (vertical & horizontal) administrative ties?

5. Social Scale

- How to account for actors of mixed social and scale?

4. Policy Function

- How to account for networks emerging across multiple policy streams?

3. Sectoral Composition

- How to account for multi-sector arrangements?





Network Modifiers in Public Administration and Policy Studies Literatures

- **Issue network** (Hecllo, 1978)
- **The Advocacy Coalition Framework (ACP)** (Sabatier and Jenkins-Smith 1993, 1999),
- **Policy or government subsystems** (Baumgartner and Jones, 1993).
- **Policy coalition** (March and Olsen, 1995),
- **Policy network** (Rhodes, 1997; Kikert et al., 1997; Koopenjan and Klijn, 2004)
- **Policy implementation network** (Gage and Mandell, 1990; O'Toole, 1997; Hill and Hupe, 2006),
- **Intergovernmental relations** (O'Toole, 2000; Wright, 2000),
- **Third party government** (Salamon, 2002; Frederickson and Frederickson, 2006),
- **Public sector networks** (Agranoff, 2005), g
- **Governance networks** (Sorensen and Torfing, 2005; Bogason and Musson, 2006; Klijn and Skelcher, 2007; Sorensen and Torfing, 2008),
- **Cross-sector collaborations** (Bryson, Crosby and Stone, 2006),
- **Public management networks** (Milward and Provan, 2006; Frederickson and Frederickson, 2006; Agranoff, 2007), and
- Certain kinds of **strategic alliances** (Wohlstetter et al., 2005).



Networks across Policy Domains

- **Social service delivery** (Provan and Milward, 1995; Milward and Provan, 1998),
- **Land use planning** (Koontz et al., 2005),
- **Watershed management** (Leach and Pelky, 2001; Leach, Pelky and Sabatier, 2002; Imperial, 2006),
- **Health care** (Frederickson and Frederickson, 2007; Rodreguez, et al., 2007),
- **Transportation** (Albert et al., 2006),
- **Emergency management** (Comfort 2002; Kapucu, 2006),
- **Community economic development** (Agranoff and McGuire, 2003), and
- **Food systems** (Sporleder and Moss, 2002; Smith, 2007; Jarosz, 2004).



Other descriptors of network phenomena:

- **Including interest-group coalitions** (Hula, 1999;),
- **Regulatory subsystems** (Krause, 1997),
- **Grants and contract agreements** (Kelman, 2002; Cooper, 2003; Goldsmith and Eggers, 2004), and
- **Public-private partnerships** (O'Toole, 1997; Linder and Rousenau, 2000; Bovaird, 2005).



Themes across this literature includes:

- Networks facilitate the **coordination of actions** and/or **exchange of resources** between actors within the network;
- Network membership can be drawn from some combination of **public, private and non-profit sector actors**.*
- Networks may carry out one or more **policy function**;
- Although networks are mostly defined at the inter-organizational level, they are also described in the context of the **individuals, groups and organizations** that comprise them;
- Network structures allow for **government agencies to serve in roles other than lead organizations**.*



Implications for governance and networks:

- Governance becomes, 'the property of networks rather than as the product of any single centre of action' (Johnston and Shearing, 2003, p.148)" (Crawford, 2006, p.458).
- "Network governance" (Rhodes, 1997; Lynn, et al., 2000; Goldsmith and Eggers, 2004; Provan and Kenis, 2007; Sorensen and Torfing, 2008)



“Governance Networks”

- With roots in the “multi-government” context of the European Union, governance network theory originated out of the “Dutch School” (Pierre and Peters, 2005),
- Combines policy network frameworks (Heclo, 1978; Rhodes, 1997; Kickert, et al., 1997), elements of systems and network analysis, and democratic theory (Sorensen and Torfing, 2005; Klijn and Skelcher, 2007).
- The role of the state, its institutions, and sovereign obligations in inter-organizational networks has become one of the central considerations of governance network theory (Sorensen and Torfing, 2005; Bogason and Musson, 2006; Klijn and Skelcher, 2007; Sorensen and Torfing, 2008). Governance networks have been described as possessing a degree of “democratic anchorage” (Sorensen and Torfing, 2005) that hinge on the extent to which there are links to elected officials and ordinary citizens, and decision-making processes tied to democratic norms.



I. Differentiation of Macro-Level Forms

- *Proposition 1.1: Governance networks may be comprised of hierarchical, market and collaborative structures.*
-

- *Two schools of thought:*

Hierarchies, Market and Networks

Hierarchies and Markets as Networks

Santa Fe Institute, Extracting the Structures of Networks,

posted May 8, 2008,

http://images.google.com/imgres?imgurl=http://www.blogsforcompanies.com/TTimages/network_hierarchical_structure_1.jpg&imgrefurl=http://blogs.zdnet.com/emergingtech/%3Fp%3D911&usq=__C0HHP256D3Tr8xu9K62Y9vjcOg=&h=383&w=240&sz=48&hl=en&start=5&um=1&tbnid=Ff8VGEph8Ga74M:&tbnh=123&tbnw=77&prev=/images%3Fq%3Dhierarchical%2Bnetwork%2Bstructures%26hl%3Den%26client%3Dfirefox-a%26rls%3Dorg.mozilla:en-US:official%26hs%3DeGP%26sa%3DN%26um%3D1

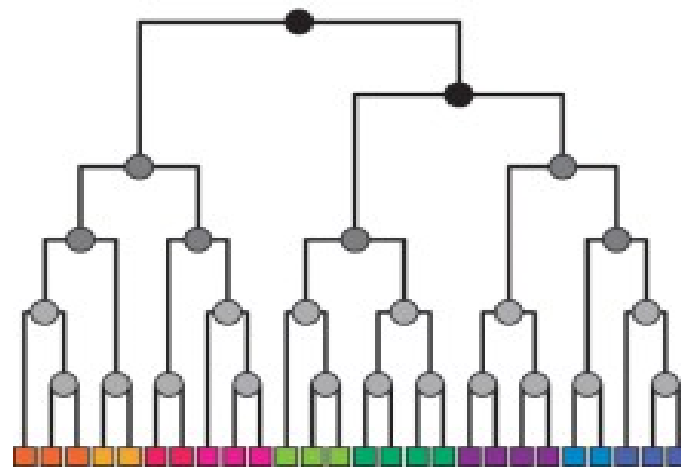
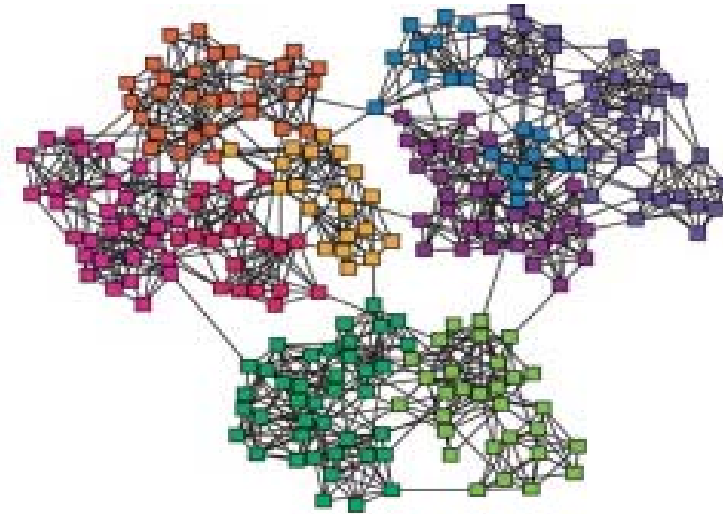


Table 2: Macro-Level Network Forms

(Source: modified from Powell, 1990 and Grimshaw et al., 2005)

	Market	Hierarchy	Collaborative
Relational Tie	Competitive	Command and Control	Collaborative and Cooperative
Public Administration Paradigm	New Public Management	Classical Public Administration	Collaborative Public Management
Institutional Frame	Businesses/Corporations	Public Bureaucracy	Partnerships; Coalitions
Mixed Forms	Contracts as hierarchical documents	Market-like features; profit centers, transfer pricing	Multiple partners; formal rules



2. Mixed Administrative Authorities

- *Proposition 2.0: There will be asymmetrical allocations of material and immaterial resources and power among the network actors. Such allocations influence the structure of administrative authority of the network.*

Table 3: The Convergence of Three PA Paradigms in Network Management

Public Administration Paradigm	Dominant Administrative Structure	Central Administrative Dynamics
Classical Public Administration	Public bureaucracies	Command & control
New Public Management	Public bureaucracies <i>or</i> private firms	Competition; Concession & compromise
Collaborative Public Management	Partnerships with private firms, non-profits and citizens	Collaboration & cooperation; Concession & compromise
Network Management	Mixed-form governance networks	Command & control; Competition; Concession & compromise; Collaboration & cooperation



Network Management

- Kickert, Klijn and Koopenjan, (1997) define “network management” as the combination of, “governance and public management in situations of interdependencies. It is aimed at *coordinating strategies of actors with different goals and preferences with regard to a certain problem or policy measure within an existing network of inter-organizational relations*” (p.10).



3. Inter-Sector Arrangements and Performance

- *Proposition 3.0: Our capacities to evaluate multi-sector arrangements will need to evolve, with particular attention paid to the role that sector characteristics (governance structures, measures of performance and accountability regimes) play within governance networks.*

Table 4: Characteristics of Social Sectors

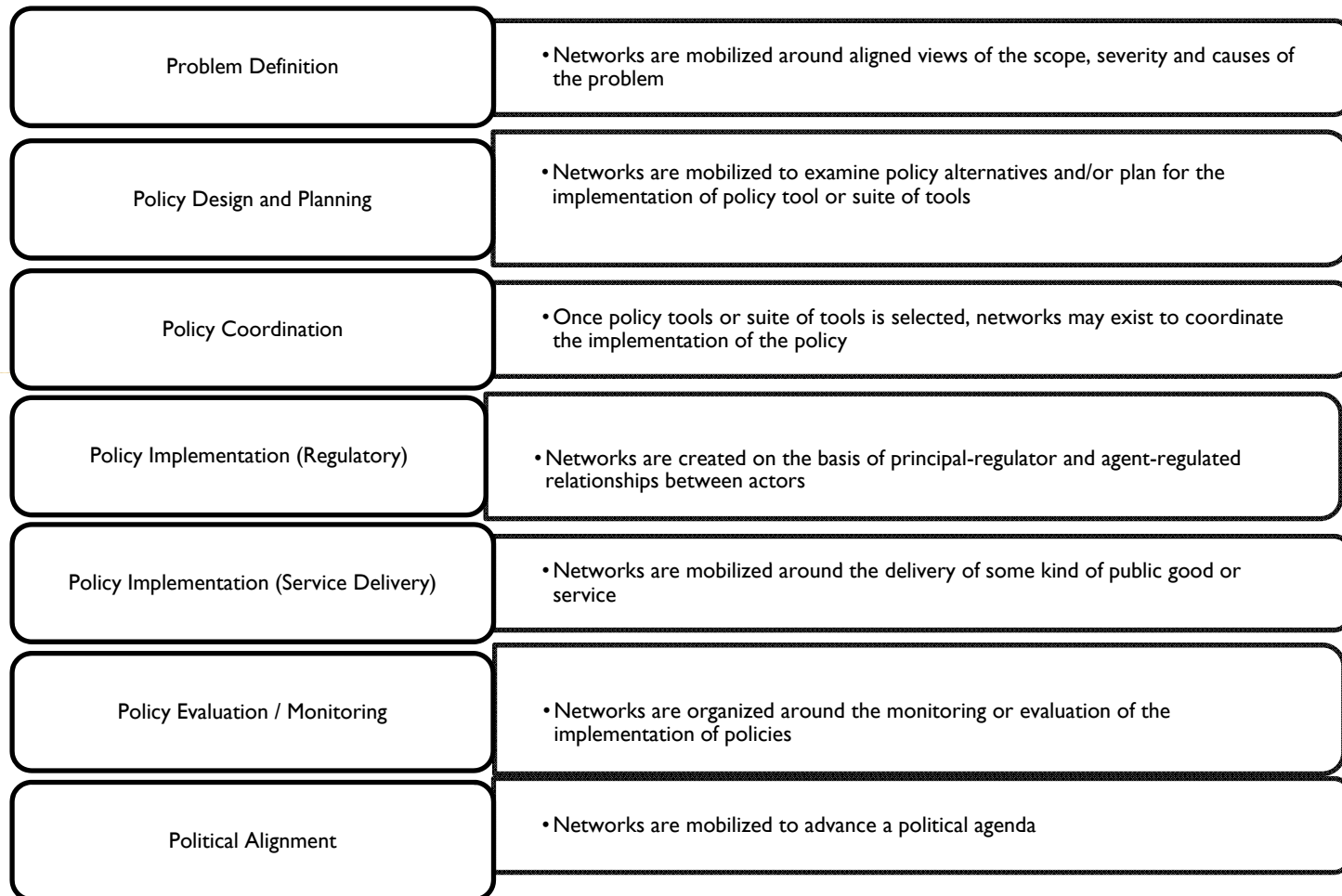
Characteristics Unique to the Sector	Private Sector	Public Sector	Non-profit Sector
Organizational Actors	For-Profit firms, businesses, corporations	National, state, regional, local level governments (including legislative, judicial and executive branches)	Nonprofit organizations; non-governmental organizations (NGOs); informal community groups
To Whom Accountabilities are Rendered	Board of directors; shareholders/owners; consumer	Elected officials; citizens	Board of directors; clients; citizens
Predominant Performance Standard(s)	Profit	Meeting public needs; delivering public policy	Fulfilling mission



4. Multiple Policy Functions

- *Proposition 4.0: Governance networks play a critical role in coupling policy streams.*
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Figure 3: Governance Network Relations to the Policy Stream



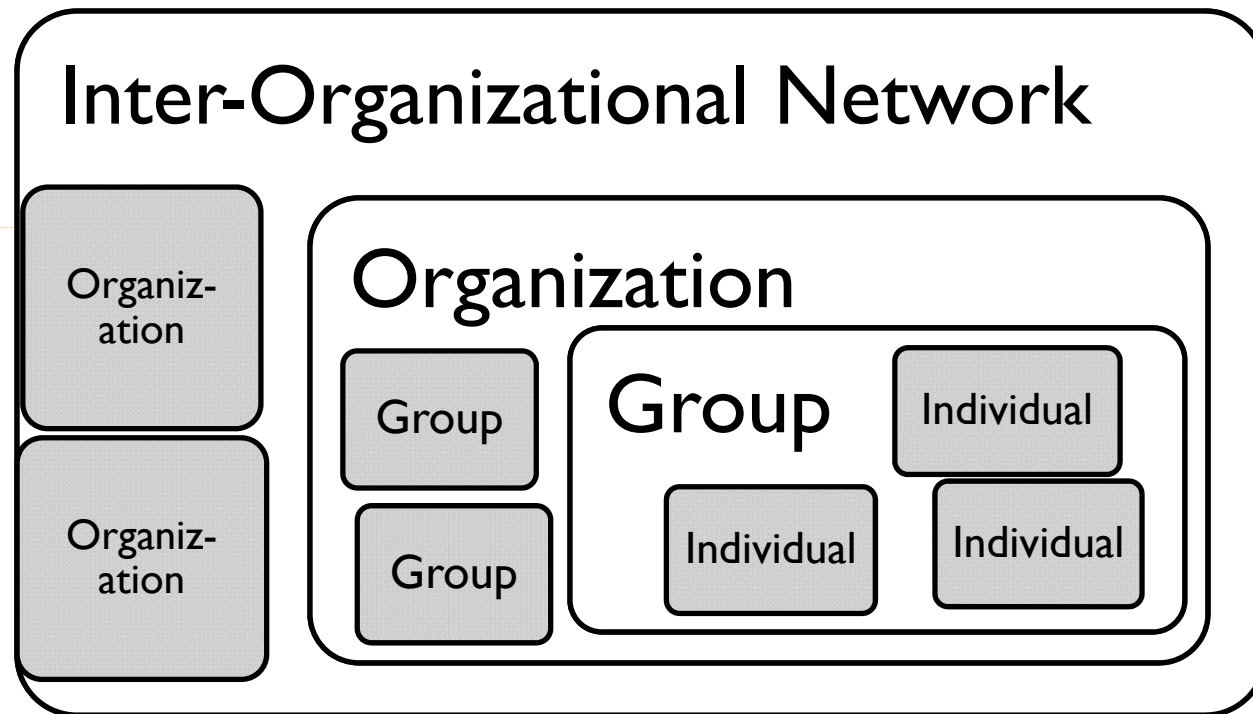
Adapted from Boviard, 2005

5. The Nested Complexity of Social Scale

- *Proposition 5.0: If the unit of analysis is to be the inter-organizational network, variation in the scale of social actors needs to be taken into account.*

“[Government] is a system, and the system cannot be understood except in terms of the public employees themselves, their conceptions of their positions, and the attitudes of the public about what is required in and from our civil servants. These elements together are what make government a system, for in combination they comprise what we call a bureaucracy” (Appleby, 2004, P.132).

Figure 4. The Nested Complexity of Social Networks





Mixed form governance networks:

“stable patterns of coordinated action and resource exchanges; involving policy actors crossing different social and geographic scales, drawn from the public, private or non-profit sectors and across geographic levels; who interact through a variety of competitive, command and control, cooperative, and negotiated arrangements; for purposes anchored in one or more facets of the policy stream.”



What's missing?

- **Accountability:** How and to what extent are governance networks democratically anchored?

- **Performance:** How do we know governance networks work?
- **Contributions of:**
 - Social network theory
 - Systems dynamics
 - Complexity theory