

Collaborative Public Management:
Managing Networks and Boundaries
PUBA 665, Spring 2012 Revised Time
Mondays, 6:00-8:30, Saunders 637

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“Networks are structures of interdependence involving multiple organizations or parts thereof, where one unit is not merely the formal subordinate of the others in some larger hierarchical arrangement. Networks exhibit some structural stability but extend beyond formally established linkages and policy-legitimated ties.... The institutional glue congealing networked ties may include authority bonds, exchange relations, and coalitions based on common interest, all within a single multi-unit structure.” (O’Toole, 1997: 45)

Networks are “structures involving multiple nodes—agencies and organizations—with multiple linkages. A public management network thus includes agencies involved in a public policy making and administrative structure through which public goods and services are planned, designed, produced, and delivered (and any or all of the activities). Such network structures can be formal or informal, and they are typically intersectoral, intergovernmental, and based functionally in a specific policy or policy area. That is, officials from government organizations and agencies at federal, state, and local levels operate in structures of exchange and production with representatives from profit making and not for profit organizations.” (McGuire, 2003: 4)

“ Networks of public organizations ... [involve] formal and informal structures, composed of representatives from governmental and nongovernmental agencies working interdependently to exchange information and/or jointly formulate and implement policies that are usually designed for action through their respective organizations.” (Agranoff, 2004: 63)

Public agencies need to learn how to change their skill sets, approaches and areas of expertise in order to work in cross-sector environments, public private partnerships and collaboratives. (Chandler, 2011)

“S/he who would lead, be a bridge.”

I. **Overview:** This course is designed to introduce students to the theory, knowledge, skills, tools and processes necessary to effectively work and manage in partnerships and collaborative networks in public administrative settings. Networks are becoming more and more common in solving complex problems that often span organizational, system and community boundaries. This course will examine the opportunities and challenges embedded in working with and among networks and collaboratives. Using academic/research literature, case studies, community examples and your student-colleagues' experiences, the expected outcome is to learn about and develop skills to better work in partnerships and improve organizational practices.

II. **Learning Objectives:** By the end of this course, students will be able to:

1. Understand the changes in public and non-profit management that have led to the increased use of inter-governmental, inter-agency and cross sector collaborations and partnerships;
2. Understand the major opportunities and challenges associated with collaborative work, management and processes;
3. Practice and apply various techniques and develop new tools for improving your work to develop and sustain partnerships;
4. Learn how to monitor collaborative performance and develop strategies for improving the performance of a public private collaboration and sustaining them.

III. **Required Text:**

Koliba, C., Meek, J.W. and A. Zia. (2011). Governance Networks in Public Administration and Public Policy. Boca Raton: CRC Press (Buy through Amazon)

Weekly readings will be assigned and available as handouts or through Lulima.

IV. **Course Assignments:**

1. Worth 15%

Lulima Postings

Each week, you will be required to post a comment on Lulima about one of the reading assignments that was due that week. The posting may be a critique of a reading or readings; what you liked or didn't about the reading(s); a question; an application you can make to your work or life; or a major point that you learned. *It is not a review or summary of the reading*. Each posting for the week is due the day before class (eg. Wednesday by 9:00 P.M.) I will distribute a set of questions for each of the reading assignments. Hopefully this will stimulate your thinking.

2. Worth 20%

Describe a Network (Five pages)

Due: February 16, 2012

A. Find a public-private collaboration that is currently functioning in the community. This may be in the community or at the University. It may be one you have worked with in the past or present, your practicum or work site, or one you just know about. You must be able to obtain information about it from at least one of its members.

B. By January 30th you must email me the name of the partnership you have selected and how you intend to get information about it. As always, your classmates often have great connections and you can ask them (or me) for help.

Paper Framework

Using the Millward and Provan conceptualization of networks, describe the TYPE of network you have located. (It can be a Service Implementation Network; an Information Diffusion Network; a Problem Solving Network; or a Community Capacity Building Network.)

1. Describe the group's characteristics and explain why you have selected that classification.
2. Interview at least ONE member of the network and ask him or her about the network's strengths and challenges. Summarize the perspectives
3. THINK ABOUT (Hint: using these topics as section headings)
 - ⇒ **Type and Characteristics**
 - ⇒ **Context:** What is the background and setting of this network?
 - ⇒ **Motivation:** Why was this network formed? What problem are they trying to solve?
 - ⇒ **Expectations:** What were the expectations when it started?
 - ⇒ **Assessment:** Identify the networks strengths and challenges.
 - ⇒ **Surprises:** What surprised you most about this network?

The paper should be no longer than 5 pages. You must use proper citations and references when quoting other people's work/websites. Please proof read your paper BEFORE submitting it to me.

3. Worth 20% Case Study

Due: March 15th

This assignment will ask you to review the case study “How a Coalition of Immigration Groups is Advocating for Broad Social and Political Change” (posted on Lualima). The paper should briefly describe how the coalition formed and why? What were its initial goals and did they change over time? What was the organizational governance? Did this change over time? What strategies did the leadership use to bring different organizations into the coalition? What resources did the different organizations bring? What leadership strategies did you see to build bridges on the inside and on the outside? What successful strategies did you see used to keep this network functioning? Can you see some challenges for its future? Do you think NYIC is sustainable? Why? Why not?

Use at least three readings from the class to help you analyze this case.

4. Worth 35% Design a Collaboration

Due April 26th

This paper is designed to help you demonstrate what you have learned about the benefits and challenges of public-private partnerships and collaboratives.

- 1) CLEARLY DESCRIBE a problem that you are interested in and write a paper that discusses how a new partnership or collaboration could be utilized to improve the situation. You may use a case study if you do not have a “real” experience to draw upon.
- 2) Using the readings from the class (and other articles or books that you find) as well as drawing on your knowledge, experience and class readings, DISCUSS what you have learned about in this class and the readings to discuss the strengths and weaknesses of partnerships, collaboratives and networks.
- 3) DESIGN a collaborative. Include WHO should be the members; WHAT incentives could be used to encourage participation; HOW will you initiate the first meetings: WHICH type of governance would you recommend? WHEN (and how) will you know you are succeeding? (Monitoring and Evaluation)
- 4) Discuss your ideas with at **least two people** in the community who are experienced in working in partnerships or know about this problem and summarize their input.

Great papers will tie the readings into your paper and the design of the collaborative. The paper should be between 7-10 pages with proper CITATIONS and a BIBLIOGRAPHY. N.B. I like section headings and will be willing to read drafts of the final paper if presented at least one week before the due date.

5. Worth: 10%

Class Participation

All students are expected to attend class, have read the material assigned and be ready to participate in the class discussion and activities.

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V. Course Schedule

**January 9, 2012. Introduction to the Course, Assignments and Expected Outcomes.
Topic: The Evolution from Government to Governance.**

**January 16, 2012. Martin Luther King Jr. Holiday
No class**

January 23, 2012. Why Networks?

Readings:

Lester M. Salmon. "The New Governance and Tolls of Pubic Action: An Introduction." (on Laulima) AND

Christopher Koliba, Jack Meek and Asim Zia (2011). Governance Networks in Public Administration and Public Policy (TEXT) Chapter 1 "The Emergence of Governance Networks: Historical Context, Contemporary Trends and Considerations."

January 30, 2012. Overview of Types of Collaborations and Networks

Readings:

H. Brinton Milward and Keith G. Provan (2006). A Manager's Guide to Choosing and Using Collaborative Networks. IBM Center for the Business of Government. (on Laulima). N.B. Very important for your 1st paper assignment

February 9, 2012. The Place of Networks in Public Administration

Readings:

Koliba et al. (TEXT) Chapter 2. "Defining the Governance Network"

February 16, 2012. What is Driving Networks?

Readings:

Mark Moore (2009) "Networked Government: Survey of Rationales, Forms and Techniques" in Stephen Goldsmith and Donald F. Kettl (eds). Unlocking the Power of Networks: Keys to High-Performance Government. Washington, D.C.: Brookings Institutions Press, pp. 190-227 (Laulima)

Koliba et al. (TEXT) Chapter 3. "Characteristics of Actors Participating within Governance Networks "

Chris Ansell and Alison Gash (2007) Collaborative Governance in Theory and Practice JPART 18: 543-571
(Laulima)

* **First Paper Due**

February 23, 2012. *Creating a Network*

Readings:

Bryson, John, Barbara Crosby and Mellissa M. Stone (2006). "The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature. " PAR Special Issue (Laulima)

Koliba et al. (TEXT) Chapter 4. " Characteristics of the Ties between Actors"

March 1, 2012. *Creating a Constituency and Working in a Collaborative*

Readings:

Koliba et al. (TEXT) Chapters 5 and 6. "Network-Wide Functions" and Network-Wide Structures."

Siv Vangen and Chris Huxham, "Introducing the Theory of Collaborative Advantage. In "Innovations in Governance" in Stephen P. Osborne (Ed). The New Public Governance? Emerging Perspectives on the Theory and Practice of Public Governance. London and New York: Routledge, pp.163-199 (Laulima)

Recommend: Siv Vangen and Chris Huxham (2003) Nurturing Collaborative Relations: Building Trust in Interorganizational Collaboration. *Journal of Applied Behavioral Sciences* 39(1): 5-31 (Laulima)

March 8, 2012 *NYIC Case Study*

March 15, 2012. (Second Assignment Due)

Bargaining, Negotiating and Managing Conflict (Guest Lecturer)

Readings: “*Managing Conflict and Political Dynamics in Collaboratives*” in Joan M. Roberts (2010) Governance for Collaboratives. (Laulima)

March 22, 2012 Managing Governance Networks

Readings: Koliba et al. (TEXT) Chapter 8 “How are Governance Networks Managed?”

March 29 SPRING BREAK

April 5, 2012 *Performance Evaluation*

Readings:

Robert Agranoff, Managing within Networks Chapter 8, “Do Networks Perform? Adding Value and Accounting for the Costs” (Laulima)

Goldsmith and Eggers, Governing by Network: Chapter 6, “Networks and the Accountability Dilemma”, (Laulima)

Koliba et al. (TEXT) Chapter 10. “Network Performance Management and Measurement.”

April 12, 2012. Applications

Readings:

Susan Chandler (2011) Network Governance: Applied to Child Welfare Reform (Laulima)

Koliba et al. (TEXT) Chapter 11 “ Implications for Practice, Education and Research

April 19, 2012. *Final Paper Tutorials*

April 26, 2012. *Student Presentations, Wrap Up, Class Evaluation

***Final Paper Due**

VI. Grade Scale:

The semester grade will be determined as follows:

A+ 98-100

A 93-97

A- 90-92

B+ 88- 89

B 83-87

B- 80-82

C+ 78-79

C 73-77

C- 70-72

All assignments are due on the date assigned. No late papers or assignments will be accepted, without a valid reason. Class participation is expected. If you cannot attend class for a good reason, please call the instructor before of the class.