

Collaborative Public Management:
Managing Networks and Boundaries
PUBA 626

Instructor: Susan M. Chandler, Professor of Public Administration and Director,
Social Sciences Public Policy Center

Office: Saunders 724

Phone: 956-0978

Email: chandler@hawaii.edu

“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 public policy making and administrative structures 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, people 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, as well as community representatives, advocates and stakeholders. (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 [and programs] 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)

“Collaborative public management is a concept that describes the process of facilitating and operating in multi-organizational arrangements for solving problems that cannot be achieved, or achieved easily, by single organizations.” (Agranoff and McGuire, 2003)

“S/he who would lead, be a bridge.”

“None of us is as smart as all of us”

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 and private 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 work better 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 and evaluate collaborative performance and develop strategies for improving the performance of a public private collaboration and sustain them.

III. **Required Text:**

Dorothy Norris-Tirrell and Joy Clay (2010) Strategic Collaboration in Public and Nonprofit Administration. CRC Press. (Buy through Amazon)

Weekly readings will be assigned and available as handouts or on-line through Laulima.

IV. **Course Assignments:**

1. Worth 30%

Laulima Postings

Each week, you will be required to post a comment on Laulima 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 about the reading**; an **application** you can make to your own work; or a major point that you learned. It is not a review or summary of the reading. The idea is that we all have read the same material, so what did YOU learn from the reading and/or how can you apply the reading to your experience. I will distribute a set of questions for you to think about that hopefully will stimulate your thinking. Your posting is due on **WEDNESDAY by 6:00 P.M.** Note: It is the quality of the contributions that counts. Regular and active participation is an essential, and an unmistakably important aspect of this course. The expectation is that students read all of the lecture materials and readings as well as the posts. Your full participation on a regular, frequent basis is an essential aspect of the course process. Full points will be given when your discussion posts address the readings and discussion questions. The total number of blogs you submit will be 10. (The first one won't count for credit, but you will get my feedback.) A late blog will receive no credit. The posts are worth 3 points. We will use the DISCUSSION section of Laulima, not blogs.

2. Worth 20% Describe a Collaborative (6 page maximum)

Due: Sept 25th

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

B. **By September 11th, you must email me the name of the collaboration that 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.

Assignment Framework

Using the Millward and Provan reading which conceptualizes different types 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. Using these topics as section headings of the paper, describe the
 - ⇒ **Type and Characteristics:**
 - ⇒ **The Context:** What is the background and setting of this network?

- ⇒ **The Motivation:** Why was this network formed? What problem (s) are they trying to solve?
- ⇒ **The Expectations:** What were the expectations when it started?
- ⇒ **An Assessment:** Identify what you see are the group's strengths and challenges.
- ⇒ **Surprises:** What surprised you most about this group?

The paper should be no longer than 6 pages, not including the bibliography. **You must use proper citations and references when quoting other people's research, work/websites.** Please proof read your paper BEFORE submitting it to me. You may quote people who you spoke to or just name their role (e.g. the CEO of a nonprofit agency).

3. Worth 20% Analyze a Case Study (8 page maximum)

Due October 30th

This paper is designed to help you analyze a "real" collaborative network and use your new knowledge and skills to better understand how networks work to solve problems. I will give you the case to study and you and your classmates will work collaboratively to discuss and critique the issues. Each of you will then submit your own paper answering the questions that have been posed.

4. Worth 30% Design a Collaborative Problem Solving Strategy (10 page maximum)

Due December 4th

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 see in worksite, or a community group you have been involved with. The paper will discuss how a new partnership or collaboration could be utilized to improve the situation.
- 2) Drawing on your knowledge, experience, class and outside readings, discuss what you have learned about the strengths and weaknesses of partnerships, collaboratives and networks.
- 3) DESIGN a strategy using collaborative partners to problem-solve. 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? (Think about monitoring and evaluating).

4) Discuss your ideas with at **least two people** 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 into 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. I will be willing to read drafts of the final paper if presented at least one week before the due date.

V. Course Schedule

Week 1: Introduction to the Course, Assignments and Expected Outcomes.

Topic: What is strategic collaboration??

Required Reading: Dorothy Norris-Tirrell and Joy A. Clay. Chapter 1: “The Promise of Strategic Collaboration” in Strategic Collaboration in Public and Nonprofit Administration. (TEXT) On Laulima

Recommended Reading: Michael McGuire; Robert Aganoff and Chris Silva (2011). Putting the “public” back into Collaborative Public Management AND

Lester M. Salmon (2002). “The New Governance and Tools of Public Action: An Introduction.” Both on Laulima

Week 2: The Emergence of Governance Networks

Required Reading: Christopher Koliba, Jack Meek and Asim Zia (2011). Governance Networks in Public Administration and Public Policy Chapter 1 “The Emergence of Governance Networks: Historical Context, Contemporary Trends and Considerations.” On Laulima.

Week 3: What are Collaborative Networks?

Required Reading: Chris Ansell and Allison Gash (2007). “Collaborative Governance in Theory and Practice.” Journal of Public Administration Research and Theory. Vol. 18: 543-571. On Laulima

Week 4: Overview of the Types of Collaborations and Networks

Required Reading:

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. This article is VERY IMPORTANT for your 1st paper assignment

Week 5: Cross Sector Collaborations

Required Readings John M. Bryce, Barbara C. Crosby and Melissa Middleton Stone (2006). "The Design and Implementation of Cross Sector Collaborations: Propositions from the Literature." Public Administration Review. Special Issue: 44-55.

Week 6: The Life Cycle of Collaborations

Required Reading: Chapter 2. "A New Lens: The Life Cycle Model of Collaboration." In Norris-Tirrell and Clay (TEXT)

Week 7: Collaborative Readiness

Required Readings:

Barbara C. Crosby, John Bryson and Mellissa M. Stone. "Leading across Frontiers: How Visionary leaders Integrate People, Processes, Structures and Resources. 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 200-222 (Laulima)

Chapter 3. "Assessing Collaborative Readiness: The Missing Step." In Norris-Tirrell and Clay (TEXT)

Week 8: Creating a Constituency

Required Readings:

Joan M. Roberts (2009) Governance for Collaboratives. Chapter 4, 6-8

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).

Week 9: Working in Collaboratives

Required Reading:

Chapter 4."Strategic Collaboration in Action: Six Principles. In Norris-Tirrell and Clay (TEXT)

Recommended Reading:

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)

Week 10: Leading Collaboratives

Required Reading

Barbara C. Crosby, John M. Bryson and Melisa Stone. Chapter 12. "Leading Across Frontiers: How Visionary Leaders Integrate People, Processes, Structures and Resources. " in The New Public Governance?: Emerging Perspectives on the Theory and Practice (2010). edited by Stephen P. Osborne.

Week of 11: Learning Through Case Studies I

Required Readings:

The New York Immigration Coalition (NYIC). From the Electronic Hallway, University of Washington. On Laulima.
Chapters 5-13 in the TEXT are all case studies. Read two of your choosing.

Week 12: Learning Through Case Studies II

Required Readings

Chapters 5-13 in the TEXT are all case studies. Read two more of your choosing.

Week 13: Bargaining, Negotiating and Managing Conflict (Guest Lecturer)

Required Readings to be announced

Week 14: Evaluating Performance

Required 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)

Week 15: Futures and Wrap up

Readings to be assigned

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