ROLES OF PUBLIC MANAGERS IN NETWORK GOVERNANCE:
INTERNATIONAL DEVELOPMENT SCENARIO
TEACHING NOTE

This simulation provides students the opportunity to practice what different kinds of roles they might play as planners and public managers in the context of an international development scenario in Haiti following the devastating 2010 earthquake. The context for the case lends itself to a broad range of public management roles beyond redevelopment planners. In the design of this simulation, we considered this as a class session late in a semester on collaborative governance.[1] At this point in the term, students should be relatively familiar with the basic concepts of negotiation, mediation, and facilitation[2], a sense of the design, functions,

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[1] This simulation could also be applicable to an international development course that has a section on how networks influence decision making and interventions from aid agencies and governments in the developing world.
[2] E.g. Forester, John. (2006). Making Participation Work When Interests Conflict: Moving from Facilitating Dialogue and Moderating Debate to Mediating Negotiations. *Journal of the American Planning Association*. 72:4. 447-456. Fisher, Roger and William Ury. (1991). *Getting to Yes: Negotiating Agreement without Giving In.* Penguin Books: New York.

processes and outcomes of various collaborative governance approaches[3], and a range of challenges and opportunities that face collaborative governance participants including knowledge, power, learning, among others. A subtext within this simulation relates to questions of multiple ways of knowing and power in particular. To set the context for exploring the roles of managers, readings applicable to this class session include:

Weber, E. P., & Khademian, A. M. (2008). Wicked Problems, Knowledge Challenges, and Collaborative Capacity Builders in Network Settings. *Public Administration Review, 68*(2), 334-349.

- This article focuses on what it takes to manage within networks which aim to address complex problems where uncertainty is high and institutional clarity for responding is limited. This article articulates the importance of knowledge development, use, and management within networks and clarifies the roles that managers can play in terms of building collaborative capacity through developing a mindset which defines who can be managers within the network, what commitments they have to hold, and how they understand the role of networks in the broader context of governance and decision making. Again, this work can be used ahead of this class session to build an understanding of the context of networks and the roles that managers can play as champions in network settings.

Sehested, Karina. (2009). Urban Planners as Network Managers and Metagovernors. *Planning Theory and Practice.* 10:2, 245-263.

- This article asserts that planners can serve as network managers from multiple postures that are not pure characterizations of management, planning and design professional identities. Instead, they tend to be hybridizations of these various perspectives. These hybrid roles point to the complexity of public management professional orientations in contributing to a network process and guiding such processes in multi-level governance

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[3] E.g. Agranoff, Robert. (2007). *Managing within networks: Adding value to public organizations.* Georgetown University Press: Washington, DC.
Innes, Judith E. and David E. Booher. (2010). *Planning with complexity: An introduction to collaborative rationality for public policy.* Routledge Press: New York.
Fung, Archon and Erik O. Wright, (2003). Deepening democracy: institutional innovation in empowered participatory governance. New York: Verso.
Ansell, C., & Gash, A. (2007). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory*, 1-29.
Snyder, W. M. & Briggs, X. d. S. (2004). Communities of Practice: A New Tool for Public Managers.

processes. This article serves as the foundation for the roles described in the Haiti case developed here.

Purdy, Jill M. (2012). A Framework for Assessing Power in Collaborative Governance Processes. *Public Administration Review.* 72:3, 409-417.

- This article develops a useful framework for assessing power in collaborative governance processes. It examines three sources or arenas for power--formal authority, resources, and discursive legitimacy—and three process elements within which power can be manifest—participants, process design, content of the negotiations. This framework could be particularly useful in class discussion and review following the simulation to try to analyze the various sources and manifestations of power that took place in the simulation.

Based on these readings, the 2.5-hour class session (divided over two classes or all in one class meeting with a break between) focuses on a pre-simulation discussion of networks, network management, wicked problems (focusing on complexity and uncertainty), the roles that networks can play in addressing wicked problems and the roles that managers might play in such contexts. The discussion should last approximately 1 hour and sets the context for preparing to engage in the simulation which is a multilevel network governance context in an international development scenario that can be characterized as a wicked problem related to land tenure in post-disaster Haiti.

The introduction to the simulation provides enough information on land tenure that students should be able to approach the problem without requiring a comprehensive understanding of land tenure issues. However, facilitators who are unfamiliar with land tenure issues in the developing world may wish consult the readings referred to in the introduction to the simulation, as well as Gingembre's (2013) report on Haiti and natural resources projects which provides more specific information on the Haitian context.

Learning Objectives

At the end of the simulation, students will have:

1. Become more familiar with the complexities of land tenure issues in the developing world and how such issues can hinder redevelopment and international aid efforts,
2. Explored issues of professional knowledge and perspectives in shaping negotiation processes and outcomes,
3. Articulated how they might approach project planning by applying and reflecting on a theoretical hybrid planner in a simulated context,

4. Practiced and further refined their own negotiation skills; and,
5. Thought creatively about how to come up with proposed solutions to a problem that seems intractable and complex through a negotiation process.

Simulation

Preparation time: 30 minutes; Roles and Groups assigned ahead of time

Participants: 6 participants per group; can be scaled up to accommodate multiple groups. Can also add roles or remove roles as needed to accommodate class numbers.

Topics and skills covered: Land Tenure Security, Intercultural dialogue, International Aid, Negotiation, Policy Design

Materials needed: 1-2 large sheets of poster paper, assorted markers for each group

Activity Time Frame: 60-75 minutes

Preparation Readings: The simulation can be run with little preparation beyond the readings for the class session which should include Sehested (2009) and Purdy (2012) at a minimum. If interested in developing a stronger understanding of land tenure issues in Haiti, we recommend Gingembre, L. (2013).

Description:

In order to understand the complexities associated with international development and practice negotiation skills in this context, this simulation will examine the effects of the current Haitian Land Tenure system on humanitarian interventions and allow participants to engage in a negotiation exercise. Participants will be assigned a role that will represent one of the hybrid planner types previously discussed as well as two other players that complicate the negotiation process. It is important that roles remain confidential. We recommend that the class also engage in the pre-simulation discussion exercise so that students can become more familiar with the types of hybrid roles associated with project planning. Following the pre-simulation exercise, the simulation opens with a short discussion of the case background and a review of land tenure policies in Haiti. Then, groups will simulate an international conference, representing various stakeholders including development professionals, local leaders and NGO representatives. The goal of the simulation is to develop new land tenure policies in the communities of Les Cayes and Jérémie.

1. First, students will be asked to collect their thoughts to prepare to enter into the negotiation in character. If there are more than two groups in the simulation, students can meet together with others playing the same role to clarify roles. The facilitator will also have a chance to visit each group to impress upon them the importance of their

character. The facilitator should clarify that creativity in developing a back story for their character is encouraged as it enriches the simulation experience.

2. After the groups or individuals have had a chance to clarify their roles, the class will then join their assigned negotiation tables to begin the simulation. Once the simulation begins, the facilitator will roam between groups and answer technical questions, but negotiations should proceed largely without intervention.

3. The negotiations may take as much as 30-45 minutes depending on class time available. The point is not necessarily to agree on a final land tenure policy, but rather to experience the complexity of negotiations in this context of a developing country in a post-disaster context with multiple perspectives on how to proceed. Once the negotiations have come to a conclusion or run out of time, each group will then present the results and reflect on the processes of their negotiations. This will allow the facilitator to ask questions about the simulation focusing on issues of complexity, information, knowledge, politics and power.

4. The Facilitator will then ask the groups if they can decipher which character represented each one of the "Hybrid Planner types" (without revealing their own) and how those differing roles shaped how the negotiations unfolded.

5. Final thoughts and reflections of the experience.

Pre-Simulation Activity (optional)

Preparation time: 10 minutes

Participants: 4 groups; 2-3 participants per group; can be scaled up for larger classes by simply have multiple groups address the same type of hybrid planner or increasing size of groups

Topics covered: Planners as network managers, various profiles of hybrid planner types and their approach to collaboration

Materials needed: paper and writing implements provided by instructor or students

Time Frame: 40-45 minutes

Description:

The Pre-Simulation Activity is to help prepare the students to understand the various hybrid planner types and the motivations that influence how they engage in collaborative processes. The pre-simulation activity allows for students to understand the various profiles of stakeholders that could be in a collaboration process. It is recommended that the facilitator place students in the "Type of Hybrid Planner" group that will later correspond with their role in the simulation when possible. This will allow for the student to have an in depth comprehension of their role in the simulation.

1. Separate the class into groups. It is recommended that students be assigned to groups that correspond with the character they play in the simulation (example Professional Strategist group would later play the Head of the Development Agency in the simulation) when applicable.
2. Each group will then receive a profile of one of the types of Hybrid Planner that Sehested (2009) identifies. Each group will read the profile and answer the question "What are the pros and cons of attempting to solve urban problems in a network using your group's hybrid planner type?"
3. Each group will write their responses on paper to hand in to the instructor. Each group will then be asked to present information pertaining to their group's hybrid planner to the class. The facilitator or instructor can write notes on the board using a chart or table format to organize the information.
4. After each presentation, the class can pose clarifying questions, add information and reflections, or further prod discussion allowing the facilitator to add any pertinent information.

Pre-simulation Activity

Hybrid Planner Profiles

Group 1

Hybrid Planner Type: Professional Strategist (traditional expert role)

Values and Orientation: Professionalism and policy, the physical product.

Knowledge Combination: Architecture, urban planning knowledge. Knowledge of communication.

Collaboration and Governance network forms: Professional network, political-administrative management: closed and elitist networks

MetaGovernance: Network framing: political and professional goals. Network participation

Summary: In general, this public manager is interested in developing a high quality, technically accurate and beautiful urban project. The step that this planner takes beyond an objective expert role is to accept politicians as legitimate political decision makers. This planner seeks to maintain and strengthen professional legitimacy, but when a political decision is made, s/he will be loyal and focus on completing the project with the best physical result possible. The professional strategist stresses the importance of urban designers as planners but also argues for combining professional and technical skills with effective communication in order to be able to convince others of the relevance of expert knowledge in the planning process. This planner prefers to cooperate with political and administrative management in order to influence political decisions and develop effective management processes. He/she also cooperates with other experts in the field of urban development.

Group 2

Hybrid Planner Type: Manager (lies closest to the traditional administrative role well-known in public administration)

Values and Orientation: Policy and efficient implementation, "The politically appropriate product."

Knowledge Combination: Knowledge of urban development. Knowledge of politics and public administration. Knowledge of communication.

Collaboration and Governance network forms: Political-administrative management, interest organizations, building contractors: formal and elitist networks.

MetaGovernance: Network framing: political goals and legal foundation. Network participation. Network design: who should participate.

Summary: Here the urban planner orients her/himself in relation to policy making and attempts to decode political signals in order to convert them into professional messages in urban planning. For the planner as manager to handle the specific public context of planning, general knowledge about urban issues and urban development is important, as is knowledge about political processes and administrative procedures. Furthermore, communication skills are necessary in order to sustain dialogue between different actors. The manager-planner maintains formalized network governance and stresses the importance of representation in the network's activities in order to ensure that the process remains true to representative municipal democracy. The manager wants to limit and control network activities in order to keep them in line with representative democracy and is in favor of using network framing for political goals and financial distribution. The manager also participates in politically important governance networks and performs network management in order to make governance networks more efficient.

Group 3

Hybrid Planner Type: Market Planner ("marketization" of urban planning)

Values and Orientation: The market and competition. "The financially feasible product"

Knowledge Combination: Knowledge of urban and economic development. Knowledge of communication.

Collaboration and Governance network forms: Private building contractors. Political-administrative management: closed and elitist networks.

MetaGovernance: Network framing: limited political goals and financial regulation. Network participation and management.

Summary: The market planner is oriented towards market mechanisms and focuses on economic development. The aim is to realize projects within the sphere of economic opportunity and engage in dialogue with private actors, e.g. regarding investments. It requires familiarity with the logic, methods and function of private business. The market planner assumes that the public must accept some level of responsibility for the city's dynamic economic development and that it is the planner's responsibility to create close relationships between parties with necessary resources. These planners stress knowledge of urban and economic development combined with communication skills in order to have constructive dialogue with private business actors. The market planner prefers closed forms of network governance with key political, administrative and business actors in order to make effective decisions. The market planner operates as if competition in the private sector requires a closed form of network governance.

Group 4

Hybrid Planner Type: Process Planner (The Democratic Planner)

Values and Orientation: Establishment of communities and consensus. The right democratic process.

Knowledge Combination: Knowledge of urban development. Knowledge of organizations and processes. Knowledge of communication.

Collaboration and Governance network forms: Citizens, organizations, businesses, political-administrative management: open and plural networks.

MetaGovernance: Network framing: political goals and discursive frames. Network participation and design.

Summary: The process planner aims to create democratic processes that can integrate all relevant actors in order to make decisions regarding "the right kind" of urban development. This planner feels that all affected parties have to be heard or integrated into the process before decisions are made in order to create ownership of decisions and maintain democratic legitimacy. The process planner requires not only knowledge about urban development but also about processes involving a large number of participants. S/he concentrates on establishing a large variety of governance networks with not only professional interests and interest groups but also ordinary citizens and other affected actors in the city, such as civic organizations and the private sector. The process planner favors limited network framing, and where it is unavoidable, prefers discursive and narrative framing to build up common understandings and goals from "below". Network design and management are the most essential metagovernance tools for the process planner.

Activity based on:

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