

The Complexity of Governance: Challenges in public sector innovation processes

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What innovation?

- Innovation has become the concern of the public sector - the solution
- The concept of innovation has many meanings - is constructed differently depending on the governance approach
- Governance complexity challenges innovation processes

Research interest

- *Traditional Public Administration, New Public Management, and Network Governance* are ideal types (Weber) developed by researchers in analyses of the public sector
 - We explore how innovation is constructed differently by governance approaches
- The governance approaches provide guidance of how to govern the public sector in practice
 - We explore empirically how public managers involved in innovation processes deal with the sometimes conflicting concepts of innovation

Methods

- The context of the project is CLIPS - 'Collaborative Innovation In the Public Sector' - a research collaboration between several Danish universities, a trade union, a professional management school, and a theatre group.
- Literature review on three governance approaches
- Empirical data from three case studies of innovation processes. The cases vary in terms of:
 - design of innovation process
 - focus in innovation process
 - policy field: spatial planning, health care, and climate

Traditional Public Administration

System	Bureaucracy
Principle of governance	Top-down
Aim	Public service provision and quality
Outputs	Policies Professional administration
Knowledge	Political Professional
Dilemmas in innovation	Specialization vs. fragmentation in professional skills and functions
Role of politicians	Visionary entrepreneurs Commanders
Role of public managers	Implement and refine political ideas as experts
Role of citizens	Clients – participate in procedures

New Public Management

System	Market
Principle of governance	Development of public service market
Aim	Public service efficiency
Outputs	Policies Managerial processes
Knowledge	Managerial Private sector
Dilemmas in innovation	Creative vs. destructive competition between public service providers
Role of politicians	Meta-governors
Role of public managers	Develop, refine, and implement ideas from private sector as “hybrid” managers
Role of citizens	Customers - express individual preferences of public services

Network Governance

System	Network
Principle of governance	Creation of self-governing networks
Aim	Public service coherency Solve multidimensional problems
Outputs	Policies Front-line services
Knowledge	Multiple: political, professional, private sector, civil society etc.
Dilemmas in innovation	Collaboration vs. protection of interests
Role of politicians	Meta-governors Orchestrating interests
Role of public managers	Manage interaction in networks and participate as experts
Role of citizens	Co-creators - of public services

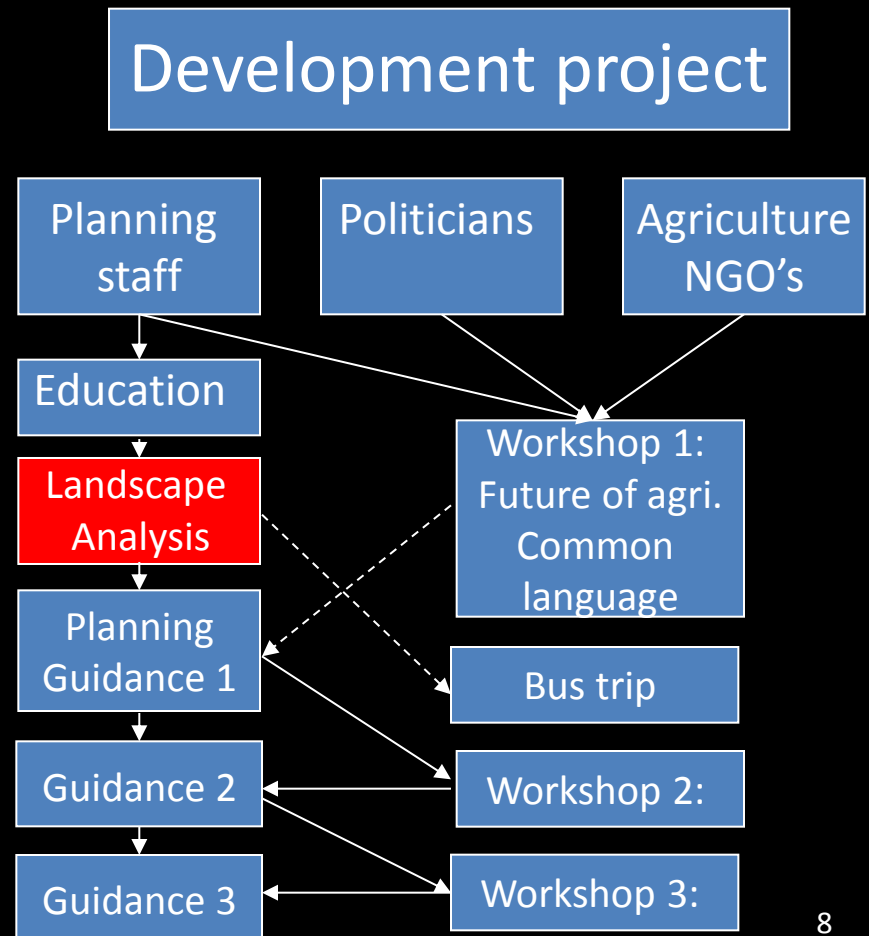
The Spatial Planning case

Jammerbugt Municipality

Back ground:

- From town to town and countryside planning
- New organisational structure and leadership
- Lack of acceptance of the existing planning guidelines for agricultural – contested planning field
- New integrated planning guidelines are demanded

Innovation initiative:



Coping with Governance Complexity

- Network governance approach important
- How public managers responsible for innovation processes deal with governance complexity in practice:
 - Ignore or isolate specific governance elements in implementation process
 - Mix various governance elements in development process
 - Deal with complexity at individual level (motivation) in implementation process