

PARTNERSHIP GOVERNANCE

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Proposal Abstract

If we look, partnerships are found in almost every aspect of government. They are pragmatic particularly when engaging the private sector. Partnership governance, which describes the process of multisectoral partnering, can be appropriately associated with the evolution of democracy as a form of citizen action and expanded public management capacity. And, it is here that we find expressions of concern when we could find curiosity. Democratic behaviour by its nature is and ever evolving prescription to citizen participation. Not unlike the organic nature of democratic processes, partnership governance is dynamic. Our opinions of these processes often depend on which side of the public-private spectrum we are associated with- some see it as a detraction, others as an enhancement. On one hand, we can perceive the concept of partnering as challenging democratic accountability when the partnership moves towards privatization. On the other hand, governmental partnerships are equally challenging to the free market when the partnership moves towards publicization and expanded forms of governance and community development. As precursors of democratic capability, it is observable that partnerships are dynamic building blocks of communities. Some succeed better than others, but again it depends on which end of the spectrum we are making our evaluation, and the strength and purpose of the partnership.

Keywords: Partnership Governance, Public-Private Partnerships, Partnerships, Collaboration, Shared Services, Performance, Entrepreneurship, Trust, Social Capital.

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The Origins of Partnership Governance

It is the long history of humankind (and animal kind, too) that those who learned to collaborate and improvise most effectively have prevailed. (*paraphrases Charles Darwin from his 1859 treatise: On The Origin of Species*)

In modern times, it is generally understood that 'governance' is the process by which public needs and services are identified, agreed upon, and pursued, and that, "... the context of governance." ... is... "a system for the legitimate direction of society." (Uveges & Keller 1998, p. 30). This is different from 'government', which relates to the specific jurisdiction in which political authority is exercised. Governance points to a deep human agency and informs us of, "a change in the meaning of government, referring to a new process of governing; or a changed condition of ordered rule; or the new method by which society is governed." (Rhodes 1996, p. 652-3) . It points to collaboration and partnerships; the need to organize and work together with others, participate in government, plan jointly, to learn from others, build trust and agreements, identify sustainable resources, and manage change and outcomes by social/political process (Saranson 1972; Golembiewski 1977; Uveges & Keller 1998; Holzer & Gabrielian 1998) This is both a challenge and a demand for public managers (William, 1994). Holzer and Gabrielian point out the challenge of governance, echoed in partnership and collaboration theories, that, "the problem of theoretical reconciliation of conflicting paradigms is not an easy one" (Holzer & Gabrielian 1998, p.52), chiefly due to the "complexity of human nature" (Holzer & Gabrielian 1998, p. 72). This is what partnership governance claims to do. In the context of public administration (and equally applicable to private sector administration) "governance is a broader term and encompasses both formal and informal systems of relationships and networks for decision making and problem solving." (Policy Consensus

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Initiative, 2005) Partnership governance is a term that organizes this process and its disputes, and offers an avenue of solving and supporting the potential of democratic government in partnership with its citizenry; a collaborative process.

This paper addresses the subject of partnership governance and management in public administration. "Modern network society is characterized, among other things, by interdependencies between actors ... It is not surprising that in public administration, many writers see a trend from government to governance ..." (Edelenbos & Klijn 2007, p. 25) Continuing along these lines, partnership governance refers to the evolution of government (Holzer & Gabrielian 1998), and we believe, the organizing principle of "the new governance" - NPG (Salamon 2002, pg. vii). If you are an observer of government, it is apparent that there is an ongoing and fluctuating force -- a reoccurring, ebbing, and flowing "tide" of governmental reforms (Light 1997) -- between command/control and collaboration/flexibility (dominance/actualization, conflict/cooperation) methodologies of public management. These nodes, both necessary to provide for and manage public interests, address social order in our civilization and require different methods of examination. These fluxuations are also at the heart of many debates regarding the purpose and performance of public administration in the context of governance. Even a casual glance at the history of government indicates that it has always been this way. So, it is with 'partnership governance'.

An examination of the fluxuations, mentioned above, reveal that one node eventually calls forth the other. As soon as one node is fully articulated, the other eventually demands attention in an ever evolving manner. This is the circle of the life of governance. In practice, the nodes do not deny each other, but building upon each other, mingle and adapt to social

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evolution. Today, due chiefly to global boundary spanning, the relentless advance of information and communication technologies, and the democratization of markets, the tide is swinging towards collaboration/facilitation. This is the journey we will take and the following are the questions that launch this expedition. In relation to public organization and management, why is there a clear and present human need for collaboration and partnership in our thoughts and actions, and why is it so often neglected in just those ways? How are collaborations/partnerships working in public processes and government?

Partnerships in Governance

Partnerships in governance may have been around since the beginning of civilization, and they act on specific multisectoral opportunities in modern public management. Partnerships have a functional aspect, but also a policy aspect. When we look at partnerships through the lens of policy, government looks different (Lowndes & Skelcher 1998). First, we see partnerships everywhere, they decentralize government, and they create multi-level production networks. Partnerships are found in almost every aspect of government, and they involve non-public actors beyond "iron triangles" (Vernon, Spar, & Tobin, 1991) to public planning, management, and service delivery. Secondly, whether these partnerships are building a bridge, providing safe and clean environments, strengthening communities or a developing an economy, they tend to be pragmatic and results-oriented. This alters or augments our understanding of governance. "Governance is ultimately concerned with order and collective action." (Stoker 1998, pg. 17) As Blesset, Alkadry, & Rubaii state, "governance...speaks to the interactions and engagement of administrators with multiple constituents within varied environments." (Blesset, Alkadry, & Rubaii 2013, pg. 302) This tell us

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that governance often challenges the divisions and separations of government, and the same is true of public (and, public-private) partnerships. "[T]he rise of 'governance' as a theoretical perspective and empirical reality brought into play a competing organizational dynamic rooted in the private sector ... in which government is one among many actors and in which government officials enjoy no presumption of primacy, even though they are democratically elected representatives of the people within governance networks."(Kincaid & Stenberg, 2011, p. 197) Today, the rise of Partnership Governance describes the process of multi-sectoral engagement, and can be appropriately associated with the evolution of democracy as a form of citizen action as well as the corresponding public management capacity. And yet, it is here, at these points of evolution, that we often find concern based on ideological aspirations when we might expect to find curiosity. Command and Control Governance and Partnership Governance are different strategies and perspectives. Fluxuations between the methodologies may appear to be reactionary, but may be better understood as organic trends to meet evolving social expressions.

Charles Darwin may have seen collaborative phenomena in nature over 100 years ago, but the subject of governance can be aptly attributed, as it pertains to the study of present day public administration to H. George Fredrickson, as early as 1971, as a balancing weight to scientific management and two decades later, the New Public Management (NPM) movement. His ideas continue to guide us today on public governance, decentralization, equitable partnerships, and cooperation within the changing arena and adaptive responses of modern society (Fredrickson 1971, 1999, 2012). In our society, this discussion takes us immediately to the reasons, purposes, and politics of our bifurcated social-economic system particularly

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between, of, and in the public and private sectors. Partnership governance and collaborative government concepts are mutual "cross-sector concepts spanning the public, private, nonprofit, and citizen domains." (Jill M. Purdy 2012, p. 410, summarizing the Policy Consensus Initiative in 2005). Fredrickson (1971) and later Bozeman (1987) make an important observation of this unifying system: designed as a public benefit. "The governance perspective also draws attention to the increased involvement of the private and voluntary sectors in service delivery and strategic decision making." (Stoker 1998, pg. 19). This has not always been the way societies were intended to operate, and it remains a challenge, both at heart and at distance, in the understanding and management of government in modern times.

From NPM to NPG: The significance of governance and the emergence of public partnering

"The first message of governance is to challenge constitution/formal understandings of systems government." Stoker 1998, (pg. 19) At the end of the 20th century, at the height of the New Public Management (NPM) and a growing disillusionment with government, arrived a call for better approaches to governance. The Fredrickson view of the 21st century includes the primacy of collaboration at the core of a new approach to governance. Not only to further necessary equitable considerations for public management, citizen participation, and politics as essentially governance (Fredrickson, 1971), but also to solve public problems peculiar to an advancing technological society. NPG emerges in defense of the strengths of communities and our citizenry in active democratic engagement, but, again, also refers to the profession of public management that is less centralized as prescribed by "new public management" (NPM) privatization precepts (Osbourne & Gabler 1992; E.S. Savas 2000). It is also in reaction to public agency dissociated from everyday public processes (Salamon 2002; Agranoff & McGuire 2003).

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For the NPG, the process of collaboration, i.e, the management of collaborations, is partnership regardless of the level or scope of collaboration. (Gulick 1937) This is the theme we will build on in this paper. Jan Kooiman's (1993) view is that governance is fundamental to public management. Governance identifies the organizational nature of public processes; its partnering tendencies and evolution to higher levels of organization as institutional socio-economic and political relationships in society. Myungsuk Lee points out that governance "also denotes government management capacities..."(Lee 2003, p. 6), which is key to understanding the role of partnerships.

Lester Salamon refers to, "... the new governance," as a "framework" that "... emphasizes the collaborative nature of modern efforts to meet human needs." (Salamon 2002, vii). If we can accept that there is a "collaborative nature", the primacy of partnership, rather than only the nature of disaffiliated competition, then we not only can see another view of policy development (planning), which requires partnerships, but also their implementation, which is an associated need to manage policy to achieve desired results (Pressman & Wildarsky 1973). Salamon uses the word "emphasizes" indicating that we are not inventing collaboration, but unconcealing it or further actualizing it thereby recognizing that it is part of our nature and even if minimized, is undeniable. From this point of view, it is reasonable to conclude that at every level of government, governance operates in a collaborative manner. At any time, government reaches across and participates with all sectors of society and economics (Fry & Nigro 1998), and this exposes the actions of governance. These sectors are fundamentally described as public, which is understood as government, and private, which is understood as business and citizenry. All elements and segments of society can be said to originate in one of

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these sectors, even as sectors continuously evolve, merge, collaborate, mingle, and operate at various levels of impact hierarchy. The management of these collaborations, formally and informally, are acts of governance. This idea goes back to the beginnings of modern public administration (Gulick 1937), because "public administration is a composite of many disciplines and fields" (Chandler 1998, p. 743).

Governance is derived from collaboration and not the same as cooperation or competition as it is defined by its "mutuality and organizational identity" (Brinkerhoff & Brinkerhoff 2011; Velotti, Botti, and Vesci 2012). Creating and managing mutuality and organizational identity defines partnerships as well. In public administration, the work of collaboration links partnering with governance. Governance and partnership are terms that can be used in both public and private realms, but is distinct in public administration because it addresses interdependent public goods, values, and purpose rather than only independent individual agendas. Herbert Simon (1957) recognized the limitations of individual action as did Dwight Waldo (1952, when he sited a need for "postbureaucratic" modes of organization. These other modes are collaborative and partnering. Bozeman (1987) later talked about evaluating all organizations, both public and private, as to their "publicness". This publicness was not only a sense of transparency and accountability, but also the process where private citizens and businesses merged and blended their actions in creating societal values and defining and implementing public solutions that prevented the erosion of these values (Denhardt 1993). Governance implies partnerships. Partnerships that not only on a principal-agent basis, but also a collaborative basis, redefine the role of government and public management. Partnerships redefine how government and public structures operate intrinsically

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and extrinsically. Government stability, in a partnership system, relies on the success of each partner within the partnership as a whole.

A partnership operates as a complete phenomenon with a minimum of two partners and the partnership itself. Partnerships, of course, can have more than two partners. Collaboration and network theory describe the processes of partnership. If you witness and/or participate in a collaborative function, you will find a partnership at one or another stage of development. At the same time, governance is an organizing principle of collaboration. Partnerships are the resulting organizational function of collaboration and governance. The new governance movement speaks not only to the function of collaborations in the building of successful societies and the "tools" necessary to accomplish these endeavours, but also the management of the resulting partnerships. (Fry & Nigro 1998; Salamon 2002; Agranoff & McGuire 2003; Grossman 2012; Velotti, Botti & Vesci 2012).

Often governance and management are collapsed as being the same thing. They represent another functional dichotomy. But, it must be noted that there are more similarities than differences between public management and governance as their outcomes are similarly evaluated by outcomes. In general, management refers to performance technologies, and governance refers to organizing principles/policy of social action. Both intend to produce results that further shared values and agreements. At every level of public action, we address effective governance and management from a variety of policy positions. Again, these policy positions reflect the important dichotomies in public administration theory: politics/administration (Wilson 1887), efficiency/effectiveness (Taylor 1911), facts/values (Simon 1957/1997), science/morals (Waldo, 1964), public/private (Allison, 2004), as well as

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law/performance (Moe, 1988), control/choice (Ostrum & Ostrum 1971), service/citizenship (Fredrickson, 1984), control/collaboration (Agranoff 2003). Upon examining partnership governance, we add another public administration dichotomy: governance/management. In practice, these dichotomies represent binding matrixes, one relying and fulfilling upon the other. It is the dichotomies of public administration that make the profession of public management relevant. And, this remains so in the realm of partnership governance.

Discussions on the disputes between the merits of government and private sectors in furthering collaborative solutions to public needs are well advanced by Lester M. Salamon. He reminded us, in his introduction to "Tools of Government" (2002) that, "[l]argely overlooked in this dispute, however, has been the extent to which actual public problem solving has come to embrace collaborative actions of governments at multiple levels and both government and private institutions." (Salamon 2002, p. vii). He goes on further to define the actions called "*the new public governance*." "This framework emphasizes the collaborative nature of modern efforts to meet human needs." (Salamon 2002, p. vii) NPG undoubtedly began as a response to the *new public management* (NPM) of the 1990's, and rather than only a counterpoint to NPM it absorbs NPM into the NPG movement much the same way partnerships absorb collaboration. These two movements set the stage for partnership governance.

Partnership governance is the pragmatism of the new public governance. When describing the "art of leading across boundaries", Richard S. Morse (2010) referencing Jeffery Luke's "strategies for an interconnected world" (1998), echoes Salamon and further states that, "[T]he big problems that the public sector is concerned with today are almost without exception the kinds of wicked, boundary-crossing problems that require collaborative work."

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(Morse 2010, p. 434). In 2012, Rosemary O'Leary and Nidhi Vij, summarizing the work of C. Huxham (2000, p. 341)), wrote "... relationships between individual participants in collaborations are often fundamental to getting things done." (O'Leary & Vij 2012, p. 514) Consequentially, our collaborative nature acts as the *genetic material* of partnerships, and partnerships are what collaborations look like when they are formalized, organized and managed. Collaboration theories inform the practice of partnering. It is the nature, management, and organization of partnerships that provide resolution to the challenge of collaboration and inform public management professionals in public and multisectoral arenas. "If governance is going to make an impression as a societal practice and as a scholarly activity it has to be multifaceted." (Kooiman 2003, p. 6) Public-public partnerships between governments and governmental institutions are challenging due to jurisdictional issues. Intriguing and impactful types of partnerships that challenge and inform public management currently seem to be public-private partnerships. Public-private partnership is both emblematic of partnerships in general and is both straightforward and complex. The nature of a relationship between public and private parties working together, collaboratively, in a partnership is well understood and defined providing us with an infrastructure of partnerships. (Mauldin 2012; Velotti, Botti & Vesci 2012; Grossman 2008; Hodge & Greve 2007; Becker, F. & Patterson, V. 2005; Carroll, P. & Steane, P. 2000) They appear complex because each entity, private or public, has distinct interests and objectives, expertise and resources and they work together in a cooperative-interdependent manner with the overall goal of improving the public domain (Linder 1999). Public-public partnerships are often more elusive due, chiefly, to political interests.

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When we review the literature, the descriptions of collaboration look like partnerships (Pressman & Wildarsky 1973; Agranoff & McGuire 2003, Huxham & Vangen 2005; Bryson, Crosby, & Stone 2006; Sirianni 2009; Morse 2010; MacDonald 2012; Mendel & Brudney 2012; Silvestre & Esteves de Araújo 2012; Getha-Taylor 2012; O'Leary & Vij 2012). Clearly, the terms are not only correlated, but also descriptive of each other. Collaboration is at the heart of partnerships. However, often what is missing is a thorough discussion of the management and organizational structure of collaborations. Collaborators will frequently talk about partnering and partnerships in relation to collaboration, but not address the practical (how to) and management structure of partnerships. There is extensive discourse when "collaboration occurs in the context of public management". (Purdy 2012) These include discussions about cross sector collaboration (Bryson, Crosby & Stone 2006); new governance (Salamon 2000); collaborative governance (Agranoff and McGuire 2003); and, collaborative management (Huxham & Vangen 2005) arise. Partnership is not just another form of collaboration, it is the formal organization of collaboration. Partnerships are more than a method of collaboration, they are the functional operations and management of collaboration. *Partnership governance, therefore, refers to the pragmatic organizational application of collaborative governance.* Consequently, we can examine governance in terms of the organizing principles of partnerships.

Understanding partnerships has its pitfalls if we address partnerships only as dichotomies (a descriptive discussion) and not as complete conditions (a prescriptive application). Jos Raadschelders and Mark Rutgers arrived at a similar conclusion about public administration dichotomies that provides us with some insight into partnerships. They observed

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that, "public administration couldn't be understood" without examining three dyads: public/private, policy/administration, and state/society. (1999, p.30). Pitfalls arise when partnerships are analyzed by looking at only the parts rather than the partnership as a whole and its impact on the parts. We discuss this later when we look at Ken Wilber's description of holons, which we refer to as partnerships. This is largely due to dichotomization theories of public administration that on the surface seem to present adversity and the importance of parts (ex. politics Vs administration), but taking a step back reveals a whole system, a partnership--"*two-sides of the same coin*" (ex. politics/administration as one unified discourse.) Today, public administration cannot be understood without examining these (and other) dyads not only as dichotomies, but also as partnerships (Svara, 1985). As we observe dichotomies, we must also understand the partnerships that fulfil their purposes. Of course, there are certainly more than three dyads that impact public administration. Raadschelders and Rutgers didn't refer to the dyads as partnerships, but it is not difficult to see a dyad as a binary partnership: as the integral relationship of dichotomies. In this way Salamon (2002), again, appears to be correct; collaboration is overlooked as the glue that forges the dyadic field, not always as an argument, but a dyadic partnership.

Often collaborations, because they are synergistic, are conceptually collapsed as the same thing as partnerships. They aren't. What is the difference between collaboration and partnerships? Collaboration is a social behaviour. It is not a product of partnership. If collaboration is "working in association with others for some form of mutual benefit" (Huxham, 1996, p. 1) and "increase public value" (Bardach, 1998, p. 8), then we are informed of a possible organizational structure of collaboration, i.e., partnerships. Huxham & Vangen further

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summarize collaborations as being "... about "drawing synergy from ... differences"... different resources...different expertise...different purposes... different benefits." (2005, p. 82) Collaboration empowers partnerships (Himmelman, 1996). Collaboration isn't an organizational structure but a behaviour. Partnership on the other hand is not a behaviour, its the organizational structure of collaboration. Collaboration and partnership are thereby intertwined, and in the public realm they form the purposes of governance. The organizing principle of governance employs collaborative functions that make partnerships possible. Partnerships are predicated on the need to share- the process of collaboration: shared risk, resources, efficiency, coordination, learning, values, energy, resources and leadership.

Partnerships also have a pragmatic synergy with management. When management is mentioned in the discussions of collaboration, we can observe a partnership is emerging. One definition of a partnership is a collaboration that divides its outcomes equally and its outputs equitably. This implies that partnerships are managed, or at the least elicit management. Partnerships and how they are managed in government, both public-private and public-public as cross-sector collaborations (Agranoff, 2006; Bryson, Crosby & Stone, 2006), are evolving, "as complements and not substitutes for existing command-and-control polices" (2002,p. 159) due to the increased requirements of public management. Robert Agranoff, reviewing the Federalist Papers about intergovernmental relations and referring to government partners, observed that "[c]ollaboration is a means to an end, not an absolute requirement." (2011, p. 68). That end is a partnership. This is important because collaboration and resultant partnerships are not the only, or always the best way, to conduct government. But, more and more, this perspective has become a necessary component of our understanding of governance and public management.

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Nonetheless, collaboration does not always end in partnership, which further identifies the difference between collaboration and partnership.

Even though the term, "Partnership Governance", would not have been considered, the rumblings of partnership governance began even before the NPM. Terry Moe was prescient on the pending issue of collaboration in his 1984 book, 'The New Economics of Organization', when he wrote, "the principal-agent model will likely give way to a more eclectic methodology within which that model plays a less pronounced but integral role." (1984, p.758) Moe was clear that this was an organizational model that with a very short leap takes us to a partnership model. The end point of eclectic methodologies, while retaining the promise of democratic principles, may look quite different from the beginning. In the case of 'Partnership Governance', which involves the governance of all sectors of society, governance assumes a different end than a principal-agent model. Moe's idea of an "eclectic" methodology seems more of a warning of changes to come than a promise. By 2011, and in terms of the new public governance movement, Brinkerhoff & Brinkerhoff, issuing less of a warning, interpreted eclectic to be transforming, and furthered the idea that collaboration could (would, should) replace traditional principal-agent relationships (2011). This is an honest reaction to the public/private dispute championed by the NPM and its changing role to meet societies needs to absorb innovation and new conditions of economic normalcy. To correctly delve into this concept we should describe not only governance, but we must go further and look at the nature of partnerships. Today, this appears less eclectic and quite normal. But, a look back can tell us how we got here.

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The Nature of Partnerships

After we have examined the meaning and practices of collaboration and governance as they relate to "partnership governance", we must further examine the term 'partnership'. We have concluded that collaboration is a behavior that elicits learning, growth, and development and is a key process of partnerships. Governance, the ordering and organization of social partnership systems as the social function of Nature--seeking more complete forms of organization; what we can refer to as agreement making. Partnerships are organizations that act as the synergistic aspect of both collaboration and governance, and essentially all social phenomena. Partnerships allow us to understand social functionality--organization building, development, and management at all levels of organization.

We experience partnership at three levels:

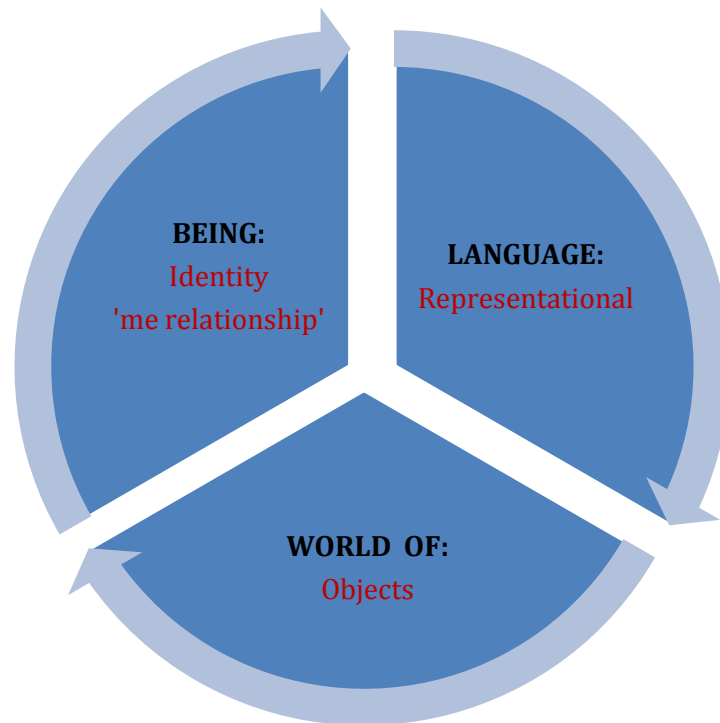
- 1)** What it is--its 'Being';
- 2)** How it communicates what it is--its Language; and,
- 3)** How it is experienced in the 'World'-- its essential reality (Figures 1 & 2). As a holon, partnerships manage both the network of conversations (individual communiqués, i.e.: monologues), and agreements (social communiqués, i.e.: dialogues), that tell us what the holon is (see Wilbur below, 2000).

This correlates to three fundamental concerns of philosophy (a tripart model) describing the purpose of the human experience described in the 1854 lectures by Victor Cousin as Truth, Goodness, and Beauty (correlate to Being, Language and World). We can apply this model to our understanding of Individuals (I) in Figure 1 and Partnerships (We) in Figure 2. We begin

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with the 'being' of something, its truth--what we are referring to. Then the 'language' of it; its goodness; how we communicate about it. Then how it is experienced in the 'world', its beauty--how we participate with/in it--its reality to us. Together, Figure 1 portrays the individual (a normative reality) and Figure 2 portrays the partnership phenomena (an evolving reality). In this case, the phenomena of individual is in the language of representation or "I"/"It", or me relationship. The phenomena of partnership is the language of collaboration, or as the

Figure 1 - An Ontological Construction of Individual



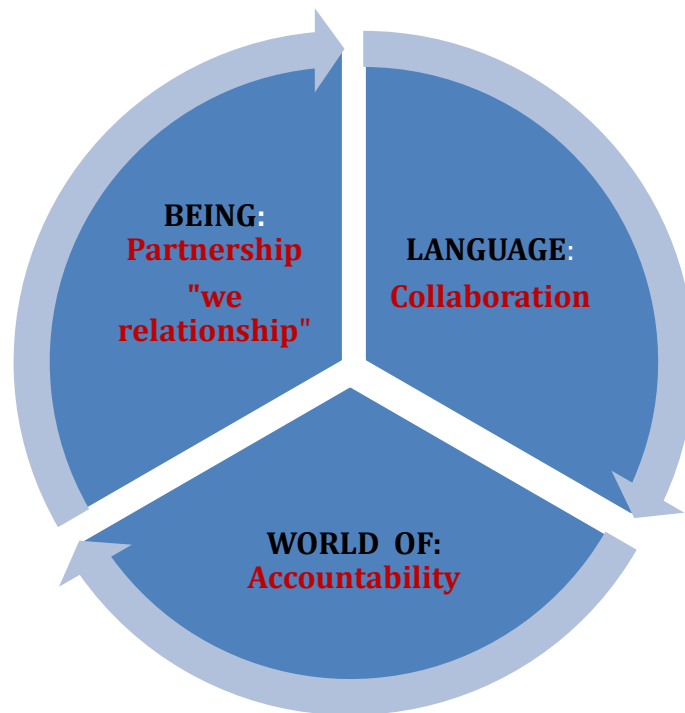
as the phenomenologist Alfred Schutz describes as the fundamental "we-relationship" (Schutz 1966, p. 82). Collaboration, which formulates partnerships, is a well know trust building process. (Golemviewski & McKonkie 1975; Putnam 1993; Agranoff & McGuire 2003; Edelenbos & Klijn 2007; Getha-Taylor 2012) Due to the importance of trust in regard to collaboration and partnerships as a concept, experience and practice is well documented.

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Partnerships are differentiated from other relationships by the management of a collaborative process much in the manner Barbara Gray (1989) describes, "a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is

Figure 2 - An Ontology Construction of Partnerships (taken from Heidegger 1992, History of the Concept of Time. NOTE: This is a model of how the meaning of something unconceals itself, and becomes known in an epistemological holon.)

Being, Language, World of Partnership



**Being- Partnership
Language - Collaboration
World - Accountability**

possible." (Gray, 1989, p. 5) We are hard pressed to separate the process of partnership from the management of the process. Much is the same for all collaborations. Partnership

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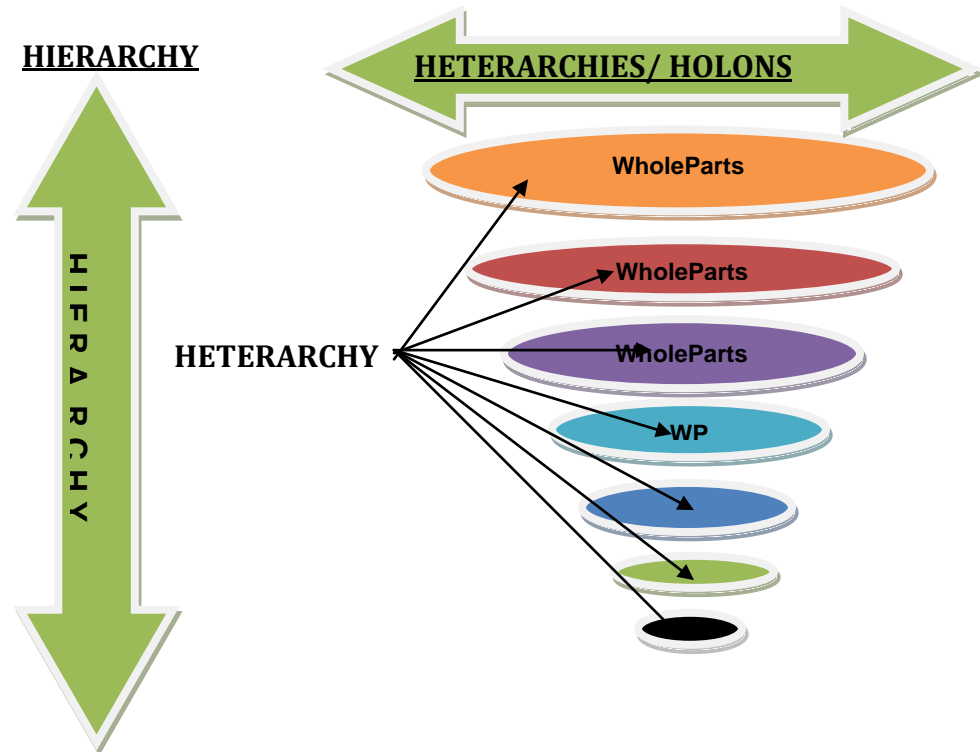
governance does not deny that hierarchies are developmental as well as value ranking (Wilbur, 2000), but also addresses the collaborative functions of heterarchies- organization within a hierarchical level. (Figure 3) Partnership governance can also be called "heterarchic governance" (Kooiman, 2000), and there is also a hierarchy to partnerships as there is to everything. We are not describing hierarchies as levels of superior value, but complete levels of capability with each level having its essential value. Each level is of importance unto itself and to the levels below and above it. "Partnerships are a result of a policy to collaborate--to be multilateral rather than unilateral." (Grossman, 2012). Ken Wilbur (2000) in describing the nature of reality and evolution grasped an integrative truth that also describes the function of partnerships. This concept is that all things are both wholes and parts of other wholes in a hierarchy of integrating and disintegrating capacities. "...A hierarchy is ... a ranking of orders of events *according to their holistic capacity*." (Wilbur, 2000, p. 25) Wilber's chief argument is that there is nothing that isn't a holon (a wholepart), and nothing that is only a whole thing or a part (subwhole) of a thing; all things are 'wholeparts' all the time and occur that way throughout evolution's developmental hierarchy. (Note: Dyads can be understood as holons rather than parts Vs parts. For example, politics/administration can be understood as the unified holon-WholePart-PoliticsAdministration. It is not difficult to see that holons behave like partnerships.)

2000 years ago the Greek philosopher Plotinus observed that, "all development is envelopment." (ibid. Plotinus, 205-207 BC) He conceived of a universe as a living chain of being that looked a lot like partnerships; unbroken series of ascending and descending partnership systems: partnerships within partnerships. This exists not just in the external world as it functions but internally as we perceive things. This is exactly what Wilbur is describing. We can

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see that *development* is rational and envelopment is *transrational*. Transrational means it is rational-plus, not beyond or across rationality; more than rational, which would be more than

FIGURE 3 - Hierarchy/ Heterarchy



the rationality of an individual and that of an organized group of individuals; i.e., a partnership. Rational refers to the individual. Transrational refers to partnership. We understand that rationality utilizes deductive reasoning, introspection, and grasps multiple perspectives, which lead us to its transrational equivalent: partnerships. However, rationality is ego centered and describes the responsibility of the individual: our autonomy rather than the responsibility of the whole community. Rationality has us see ourselves as chiefly individuals in a relationship (positive or negative) with others. Transrationality has us consider ourselves as the whole community *not separate or independent* from that community. Rationality has us consider ourselves as an independent identity, a part of a community. Rationality is idealistic, futuristic

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strategic, and content-oriented all qualities that society builds on. Transrationality builds on those attributes, and is realistic, in-the-present, transformative, and contextual. It transcends and includes the individual. For example, trust is one of "the pluses" in a rational system that is able to convert that system to a transrational system. Plotinus and Wilber tell us that healthy/successful systems develop and envelop, therefore they are both rational and transrational (rationaltransrational--wholeparts) at the same time. Much has been said about our rationality. Little is understood about our transrationality even as we are in it everyday.

According to Figure 3, evolution is understood as the vertical emergence of new holons embracing preceding holons. Holons evolve by creating a new context, framework, or morphogenetic field that embraces other such phenomena, thereby becoming a part of a new context, but retaining the preceding holon, which is comprised of other holons (Figure 4 and 5) (Wilber, 2000). "And thus, the forms of life throughout the universe become divided into groups subordinate to groups." (Charles Darwin, 1859) De-evolution is the erasing of a holon to its constituent parts, which are wholes unto themselves, e.g. atoms are whole and complete as atoms, but are parts of molecules. However, molecules are not parts of atoms. Evolution is hierarchical, upward and downward forever. These 'contexts' are named after Arthur Koestler's description of a whole being, both a whole and a part, called a "holon" (Koestler, 1967, p. 48). The concept of holons provides a unique analysis of the role of partnerships: *The role of partnerships is to create new contextual holons to resolve concerns that lower level holons cannot solve.* Partnerships as holons allow us to answer the question, why partnerships? Each partnership, like a holon, at its level of development (hierarchy), and is a horizontal

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heterarchy that embraces and transcends its partners in order to solve problems that its constituents parts can not solve alone.

Heterarchy is the organizational function of a holon and is equivalent to functionality and describes a holon's internal differences or parts within a partnership. The purpose of a partnership is to address diachronic issues that require creating new and embracing contextual holons, a new context for action, a new transformative agency of causal actors in order to accomplish something the constituent parts cannot accomplish alone. "Each emergent holon transcends but includes its predecessor(s)." (Wilbur, p. 59) The new partnership infuses each partner with new perspectives and capabilities that were not available by each partner acting alone. The system is more than the sum of its parts. Partnerships not only share capabilities and risks, but create a new paradigm to understand, manage and incorporate change necessary to produce results. The other function of a partnership (holon) is then to master the possibilities and capacity within the partnership: its heterarchy. For example, a public-private partnership has each part/sector master the goals and challenges of the partnership and allow for technology transfers between parts/sectors.

"The way to determine the hierarchy, or significance, of a holon is to remove a whole/part of the holon. Significance refers to the depth, agreement, or capacity of the holon; i.e. the amount of the universe within it. Fundamental means the amount of other holons that depend on it for their existence." (Wilbur 2000, p. 70-71) What will happen is that everything "above" it (more significant) will disappear. But, all things less significant and more fundamental will remain. For example, if we remove one of the partners the partnership and everything the partnership can achieve disappears even as the partners continue to exist (and

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everything that is part of them). Another example, if we remove molecules from the universe, all living and occurring things above molecules from cells to galaxies will disappear, but all things below will remain and be dissolved into atoms and the parts of atoms. Therefore, atoms are more fundamental to the universe than molecules or galaxies, but galaxies are more significant because more of the universe is within them. The partnership is more significant because it embraces and signifies more, but it is less fundamental, and depends on the partners. There are always less of things that are significance even as they encompass more, and more things that are fundamental even as they encompass less. (e.g., there is one nation called the Canada, but many provinces. Nations are more significant than provinces, but less fundamental than states. Also, there may be many partners in a partnership, but only one partnership.)

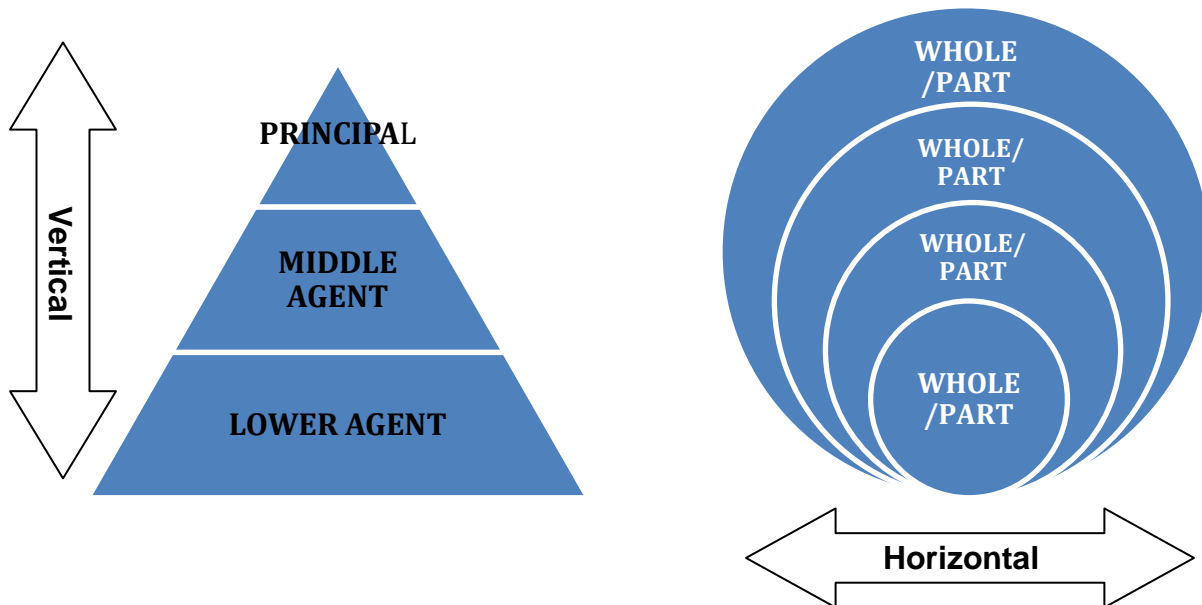
Collaborative/Partnership Action: Coming to terms with the resulting transformation

The partitioning of a public realm and a private realm represents one organic partnership system that has always been in flux as economies and cultures develop, taking on more interdependent relationships in the 21st century, and utilizing effective technologies and the strengths of each sector. The need to build and maintain infrastructure and institutions of the system to sustain society is a primary directive of government. The building of functional, management and service capacity for growth is a continuing process and transverses these sectors. Dividing our socio-economic system into a private and public sector is useful chiefly because the whole socio-economic system (culture) functions as a partnership weaving a tapestry of communal competence and prowess.

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Partnerships are developed human capacities that are learned, developed and applied. The nature of these partnerships, in terms of traditional governance, is changing from vertically-oriented forms of coordination to more horizontally-oriented forms of cooperation and collaboration (Kort & Klijn 2011). From two-dimensional-Top/Bottom to multi-dimensional -whole-partnerships/parts. (Figure 4)

Figure 4: Two Dimension-Top to Bottom to Multidimensional -Whole-Partnerships/Parts

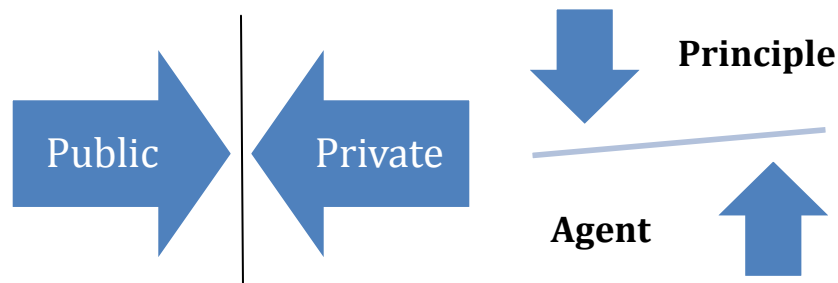


The risks of non-cooperation, sectoral miscues, and misunderstandings of our interdependent socio-economic systems can cause not only mismanagement, loss of public trust and substantive fiscal miscalculations, but the erosion of a functioning society (Figure 5). A distinction and blending of private to public, and equally public to private, technologies is fundamentally democratic as is information sharing and entrepreneurship, which are the foundations of modern economies. Additionally, the technological age, its costs and

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assumptions seem to require partnerships and networks more than ever before as it creates new economies and social values. Consequently, as partnerships succeed in managing conflict, assets and diversity, the need for partnering skills across sectors and jurisdictions is emerging as a professional field within public management.

Figure 5: Non-cooperation, control, miscues, adversity, misunderstanding, productivity loss



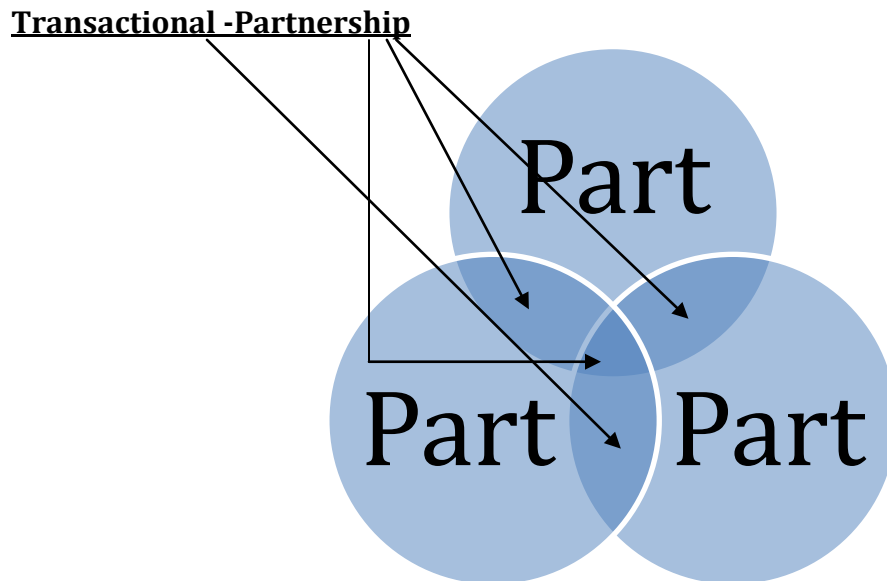
While discussing public-private partnerships in urban regeneration projects, Michael Kort and Erik-Hans Klijn emphasize the importance of management, noting that the "organizational form may be less a factor than managerial capability." (2011, p. 618). This tells us that management is key in any partnership even as partnerships take many different forms along the continuum of public to private. At the heart of a partnership is the ability to mitigate the weaknesses while sharing the strengths of each party (sectors) to achieve stakeholder buy-in and apply results-oriented management technologies. Figure 6.a, shows us one type of partnership that we call situational, transactional or convergence partnerships well suited for project-oriented endeavours such as transportation and other infrastructure improvements.

Because the partnership does not embrace the entirety of the partners, some feel it is not a true partnership. These are transactional partnerships generally with shorter term project oriented goals (such as transportation projects). (Figure 6.a). Other partnerships, such as business improvement districts or the 1960's Model Cities programs, are capacity, immersion

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or transformation partnerships that expand, improve or create whole new potentials for a community (Figure 6.b). Transactional partnerships reside often within transformational partnerships and are a result of the needs of that partnership. Transformational partnerships create new contextual and community capacities that

Figure 6.a: TRANSACTIONAL PARTNERSHIPS: A View of Partnership Convergence as overlap - Normative view of partnerships



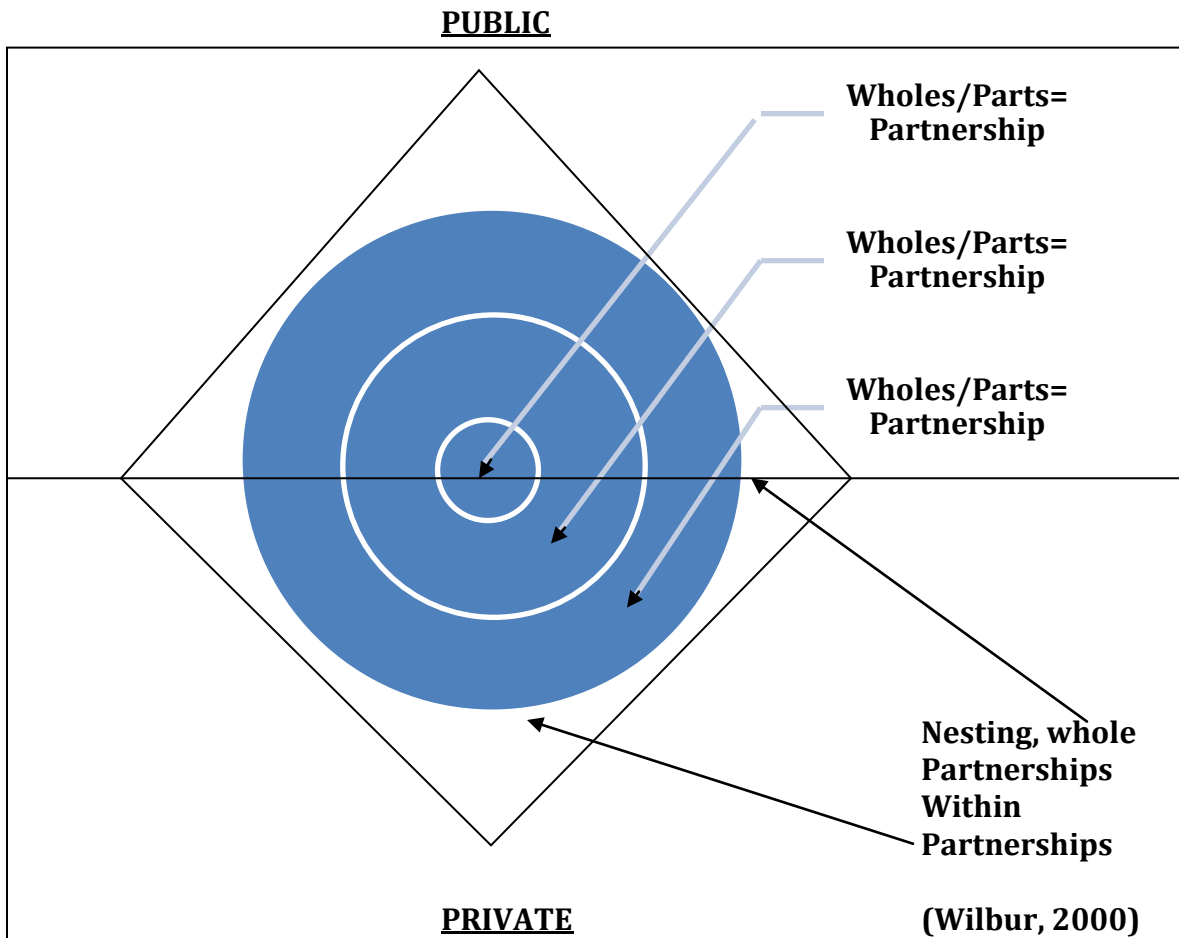
manage transactional partnerships. (Figure 7)

Controversies surrounding governmental partnerships tend to travel along the partnership continuum from concerns regarding privatization and exclusion to publicization (Cassell 1983) and government intrusion. There are those who are unsure (or, on the other hand, overly sure) of the privatized conveniences of profit seekers at the private end, and the partisan and special interest power politics of government at the public end. It is clear that public-private partnerships (PPPs) are not strict forms of privatization, nor should they be. They are also more appropriately understood as forms of the democratic process that call for the citizens and the private sector to become involved and accountable to the public, and be

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creative in harnessing resources and solving immediate social and economic problems. Partnerships are poorly evaluated when the aim is to diminish either aspect of the partnership. An expectation of diminishing attributes contributes to diminishing results, and the practice of mutually

Figure 6.b: TRANSFORMATIONAL PARTNERSHIP: A View of Partnership as Immersion - New Capacity/ Field of Partnerships



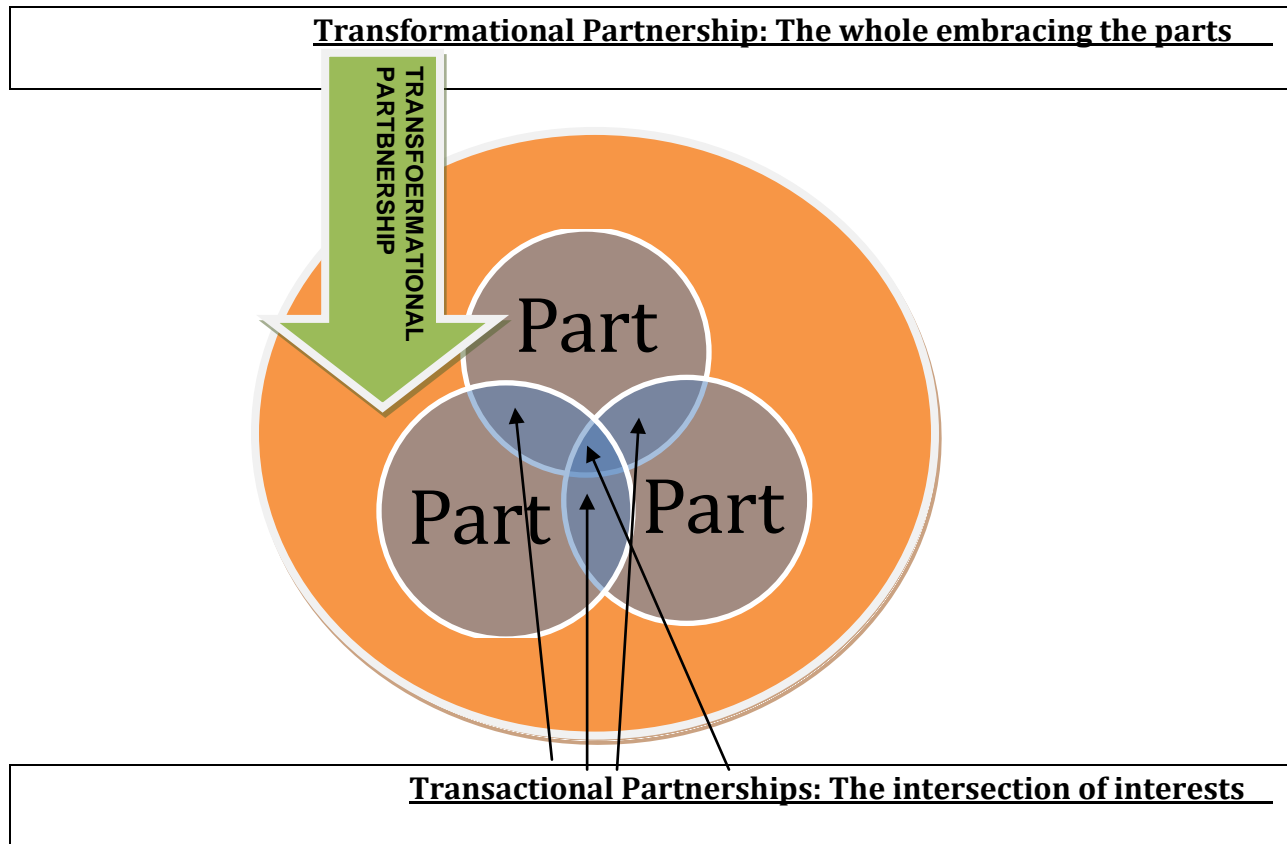
expanding and synthesizing attributes in these partnerships functions to reduce risk and produce results.

Often overlooked in evaluating governmental partnerships is the level of partnership competence from conception to implementation. Partnership management and planning are skills well suited to the public manager, but often poorly identified. This may be the single

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reversible liability for a governmental partnership. As we move towards a variety of partnership governance forms to solve social and technical problems and reduce investment risk in public projects, the field of public administration must identify and provide a variety of partnership management skills. Democratic behaviour by its nature by most accounts is an ever

Figure 7: Transformational partnerships embracing transactional partnerships.



evolving prescription to citizen participation. It continuously redefines citizenship and participation as culture and technology develop. Not unlike the organic nature of democratic processes, partnership governance is dynamic. Our opinions of these processes often depend on what side of the public-private spectrum we are associated with. Some see it as a detraction from the norm, others as an enhancement.

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On one hand, we can perceive the concept of partnering as challenging democratic accountability when the partnership moves towards the private sector-**privatization** (Figure 8a). On the other hand, governmental partnerships are equally challenging to free market thinkers when the partnership moves towards the public sector-**publicization** (Figure 8b) and expanded forms of governance and community development. (Grossman, 2010). The dynamics of independence and interdependence, distinction and commonality, are important variables in the partnership process. Nonetheless, as precursors of democratic capability, it is observable that partnerships are fundamental building blocks of communities. Communities begin with partnerships, and may end with the success or failure of the partnerships as an institution. Some succeed better than others, or last longer than others, but it depends on which end of the spectrum we are making our evaluation, and the strength and purpose of the partnership.

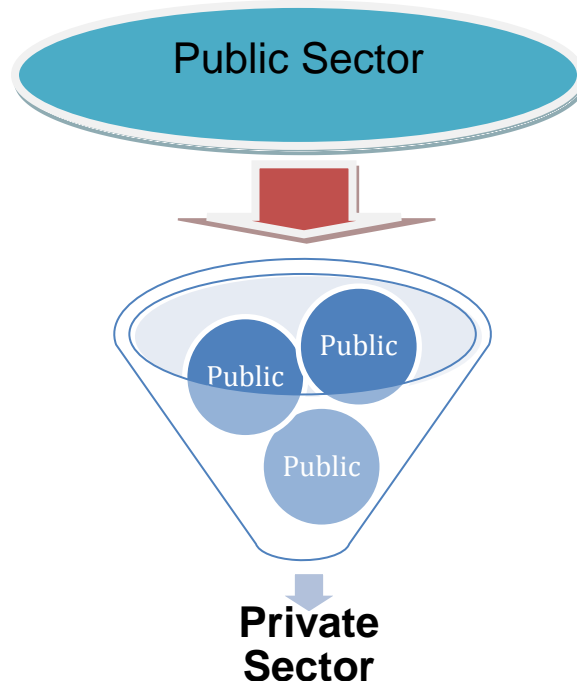
- **Privatization**: Where the private sector is contracted to provide public services (Savas 1997) (vendor-does not extend government).(Figure 8a)
- **Publicization**: Where private citizens/ corporations assume public accountabilities & services. (agent-extends governance) (Grossman 2008) (Figure 8b)
- **Partnership**: Where public and private actors develop common agreements, manage those agreements, commit equitable resources that reduce inherent sectoral risks that change normative paradigms of governance, and where there is a promise/performance process that examines the reality of the partnership. (partnership extends capacity of all partners) (Grossman, 2008) (Figure7)

When we address the strength and purpose of a partnership, ethical problems seem to emerge when trust devolves by private agendas. To many it appears as if public processes

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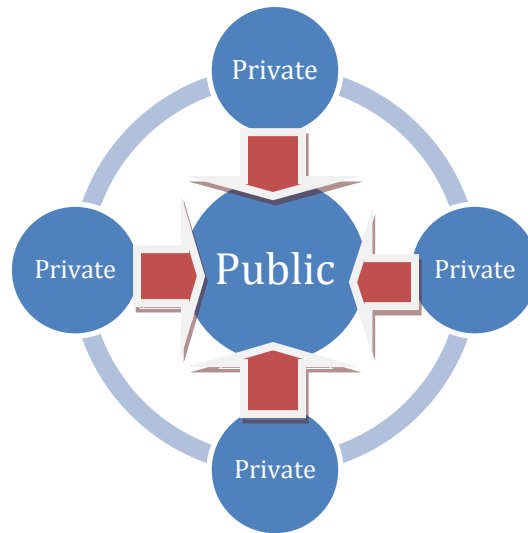
are tainted by distrust and greed, and usurped by private agendas. Partnerships in government, particularly PPPs, experience this dilemma as much as any public activity. The trust we wish to have in public process seems often misappropriated by the individuals who are also disinclined to attribute success to partnerships. These actors may explain evolving individualism, but cannot explain the concept, implication and practice of the skills of trust involved in partnerships in which the partnership is paramount. Without distorting its explanation towards distrust and its inherent limitations,

FIGURE 8a: PRIVITIZATION



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FIGURE 8b: PUBLICIZATION



purely rational models tend to be less satisfying in explaining why anyone partners. Consequently, the purpose of partnerships is to reduce the risks of distrust, and trust is its greatest strength. Efforts in explaining these most pressing concerns of governance, trust and the reduction of the risk of distrust appear unclear and virtually unanswered unless a transrational/partnership model is applied up front.

We can't fully understand collaborations, therefore partnerships, if we do not understand the nature of trust. (Bardach, 1998) This is a primary theme in any discussion on collaboration and partnership governance. In the article, "Cross-Sector Understanding and Trust", Heather Getha-Taylor drives this home stating that, "managing trust begins with understanding the concept of trust in the context of partnerships." (Getha-Taylor, 2012, p. 218) Trust seems to refer to the integrity of a partnership built upon how well it manages its agreements to deliver on its promises. We can call this performance or accountability. Trust is

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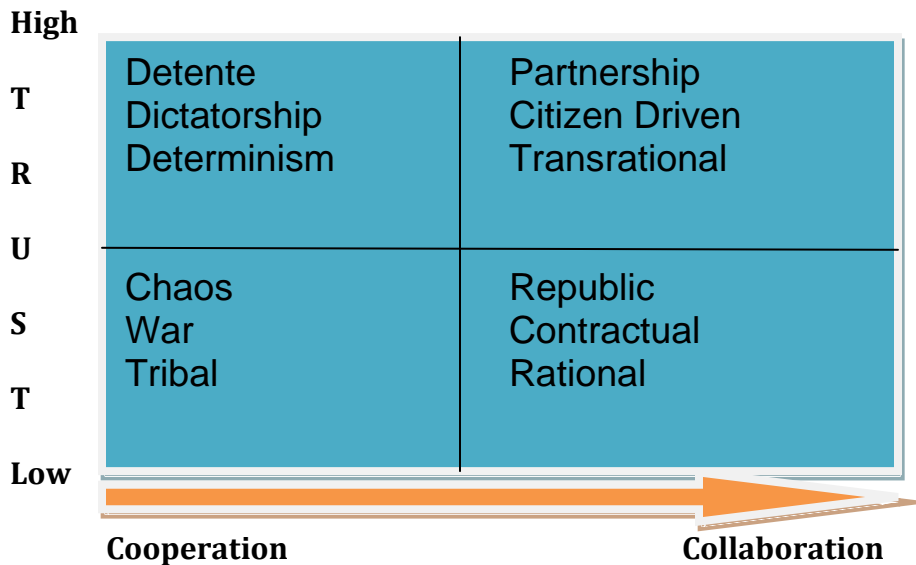
complex because it is a social aspect of being human, often identified as being the most important social aspect (Fukuyama 1995). It has internal and external components as well as both an emotional/intuitive aspect, and also a cognitive aspect that can be considered a skill. Trust and the process of agreement making are synergistic, they are experienced as collaboration and work towards and sustain partnerships. We need to look at collaboration as a functional aspect of social capability. Since it is functional rather than behavioural, collaboration is a process of agreement making in the context of capacity building. Agreement is also at minimum a skill, and at maximum a level of cognitive development. Agreements are organizational communications *and exist in dialogue rather than monologue (i.e., agreeing with our self is absurd because its unnecessary; disagreeing with our self is potentially pathological.)* Agreements have a direct relationship to partnering. (Huxham & Vangen, 2005) Like governance, agreement causes more and more capable partnerships. This is because it utilizes higher levels of collaboration, therefore higher levels of trust. As stated above, partnerships are a resulting phenomena of Nature's direction to build more and more complex organizations, everything comes into existence by virtue of agreement.

Figure 9 also provides us with a view of disagreement- the left side of the figure.

Disagreement is not a separate or opposite phenomenon to agreement, but an aspect of agreement--a lesser aspect. The opposite of agreement is something more like misunderstanding. Trust exists in the same way. Distrust can be understood as not a separate or opposite phenomena of trust, *but an aspect of trust--a lesser aspect, an erosion of trust.* The opposite of trust is more akin to fear. Trust and distrust are correlated to agreement and

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Figure 9: Trust Cooperation/Collaboration Matrix



disagreement often based on the maintenance or destruction of an agreement (e.g., we trust people who maintain their agreements, and we distrust people who break their agreements.)

Agreements foster commitments, while disagreements foster complaints. A complaint is based on expecting something to happen with no evidence that it will happen, and/or trying to pretend we know something we don't know. It is built on an upset, which is a thwarted expectation--the expectation that something should happen a certain way, we should know something we don't know, and/or we should be committed to something, but we are not. Complaints are a result of a poorly articulated or unspoken promise and result in either meaningless performance or confused performance. A partnership is a structure to manage agreements and commitments about future possibilities, legally and effectively. It requires a highly institutionalized level of management, commitment, responsibility and accountability.

Disagreement is often the starting point of collaboration process. One thing that is common in all partnerships that don't work is a managed disagreement/distrust based on

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broken agreements; i.e., a disagreement/distrust. Similar to Holzer and Gabrielian's remedy for pathological bureaucracies (1998, p. 85), when we address broken agreements, we have the availability of a new agreement, therefore, a partnership and the opportunity for progress. We know we are in a distrust relationship--a disagreement--when what we experience is an undelivered, thwarted, and/or undeveloped array of agreements: a broken agreement. We remedy this by identifying and communicating the broken agreement. Then identifying something to agree on and managing the agreement. Disagreement becomes agreement when trust is more fully actualized, and is sufficiently able to create a new context with another; new partnerships, that can contain the meaning and purpose of the agreement. Again, trust plays a key role; a certain capacity of trust must be reached before we can actualize an agreement. This emphasizes the need, stated above, to address broken agreements if we are to entertain the possibility of a partnership. Lastly, trust and power are correlated in agreements. (Huxham and Vangen, 2005). Trust empowers each partner and the partnership as a whole. Trust grants and sustains the value of the other. Power is the ability to create, communicate, and maintain synergetic value that allows for growth and development; it is an ability to discern, communicate and act decisively on these synergies.

The importance of agreement creation and management in partnership governance is a central concept regarding the Agreement-Management-Commitment-Accountability Collaboration Model (Figure 11). This model describes key capacity domains/dialectic fields of public collaboration/partnership management. Effective professionals master a skill set that generates, maintains, and forges agreements, management, and commitments, as a result of

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collaborative processes, that form and sustain partnerships. Consequently, mastery, in public management is identifying, creating and sustaining public partnerships.

The Universal Structure of Partnerships: Agreements-Management-Commitment-Accountability Domains

As stated above, partnerships are based on an Agreement Model (Figure 12). They are holonic, united wholeparts into new capacities. An agreement is the heart of a partnership, and certainly the foundational step (Huxham & Vangen 2005; Grossman 2008,). Agreements are the basis outcomes of successful collaboration. The management of agreement determines the depth and significance of the partnership, and commitment determines its longevity. Agreements, like partnerships, disintegrate into their constituent parts when they are not managed and have poorly articulated commitments. Furthermore the dialectic of agreements is trust and power as described above.

There is something formal about partnerships, something contractual that supports the need for well articulated purpose, agreements, and expectations. For example, a Public-Private Partnership (PPP) is a formal agreement between a public agency (federal, state or local) and a private (sector) entity. (Forrer, Kee, Newcomer, & Boyer 2010) However, a public-private discussion, relationship, or planning process, as important as these activities are, are not partnerships (they are relationships) unless an agreement, like a contract, is explicitly articulated and managed. As stated above, partnerships agreements are not only transactional but also transformational simultaneously. Accountability extends not just to outputs, but also outcomes that must be managed over long periods of time. The partnership agreement is based on a promise between two or more actors with a distinct, "What By When formula"; i.e.,

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exactly what will be done and exactly by when. The formula requires management. All contracts may not be partnerships, but all partnerships are contracts based on this promise-performance formula.

Within each partnership variation there are two consistent, complimentary themes: **1)** enhanced capability through and collaboration (Axelrod 1984; MacDonald 2010; Navarro-Espigares, & Martín-Segura 2011; Silvestre & De Araùjo 2012), , and, **2)** an imperative of trust as it reduces the risk of uncertainty. (Edelenbos & Klijn 2007; Linden 2010; Getha-Taylor 2012). There is a need for those involved in management, as in almost all forms of partnership governance, to approach cooperation (Alchian & Demsetz 1972) and trust as necessary skills, and become a bridge between government (the public sector) and the private sector. Not just a bridge, but a partnership, a managed partnership- a formal collaboration. This requires the managers of partnerships, especially PPPs, to walk a tight rope between the public accountabilities associated with the public sector, and the entrepreneurship associated with the private sector. Fundamentally, partnerships are created to implement what either part/sector cannot do on its own, thus lowering the risk of societal investments. In general, this describes the purpose of partnership governance.

Partnership administration is a multi-sectoral expertise that bridges business, government, planning, and community development knowledge and skills to solve public problems. Governance in a public/private structure raises critical opportunities regarding management that is a hybrid of both public and private technologies, democratic representation, accountability, transparency, and responsiveness. The attributes of entrepreneurship (innovation, leadership, and the management of community/collective

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assets) also characterize the purpose of public-private partnerships. These partnerships tend to have direct social and economic impacts at the local and sub-local government level. Whether legally formed as a contract, municipal commission, quasi-governmental public authority, non-profit or other entity, the management of a public-private partnership oversees the day-to-day operation of specially designated entities, formulates their budgets, and determines strategies for success.

It is intuitive that partnerships by their nature are formed by, and require, not only cooperation, but also collaboration. They are dialogue and participation driven. Both the process of arriving at consensus-oriented agreements as a mutual qualitative imperative, and the management of the partnership require skilful collaboration. Cooperation establishes new modes of interaction and mutuality, but retains independence, recognizing that multiple inputs can produce more together than alone. Collaboration causes new partnerships through fusion or communion and the functional networks of society as a new interdependent policy. Partnerships are a result of a policy to collaborate—to be multi-lateral rather than unilateral. For example: In successful PPPs, we see this process implemented either in the creation of a new organization that integrates existing organizations or stakeholders under one umbrella organization, or creates a new umbrella organization. Partnerships create new whole capacities and organizations. We see new leadership emerge and existing leadership evolve to embrace all parts of the partnership. Hickman and Sorenson allude to this embrace in their book, "The Power of Invisible Leadership." A partnership, as a whole, creates an "invisible leadership". "Leadership in which common purpose, rather than any particular individual, is the invisible leader that inspires leaders and followers to take action on its behalf." (Hickman & Sorenson,

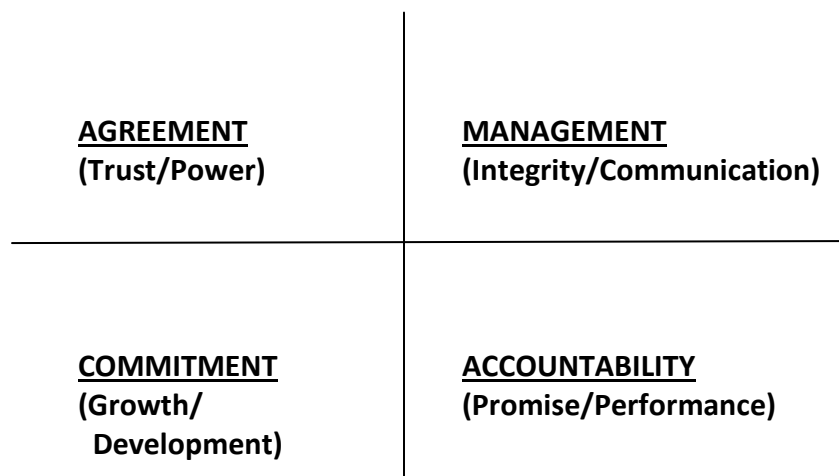
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2013, pg. 1) A partnership changes the behaviour of its constituent parts completely. It embraces disparate rational elements under a transrational umbrella (Schlechty and Whitford 1988). Partnerships, because they develop and envelope, change the meaning of things: our thoughts, behaviours and actions. Difficulty arises when the new organization erodes the partnership and is not inclusive, collaborative, and synthesizing. It develops but doesn't not envelope or visa versa. If that happens, either it takes on the unintended role of a sub-department of the primary actor, or acts as a single issue advocate competing with other self-identified agencies, thereby violating the premise of the collaboration. Essentially, the partnerships ends.

The Agreement-Management-Commitment-Accountability Partnership Model describes the collaboration process that causes partnerships (i.e., The Agreement-Management-Commitment-Accountability Partnership Model see Figure 10.a).

Figure 10a: Domains of Agreement-Management-Commitment Partnership Model: Fields &

FIELD ATTRIBUTES of The PARTNERSHIP Model



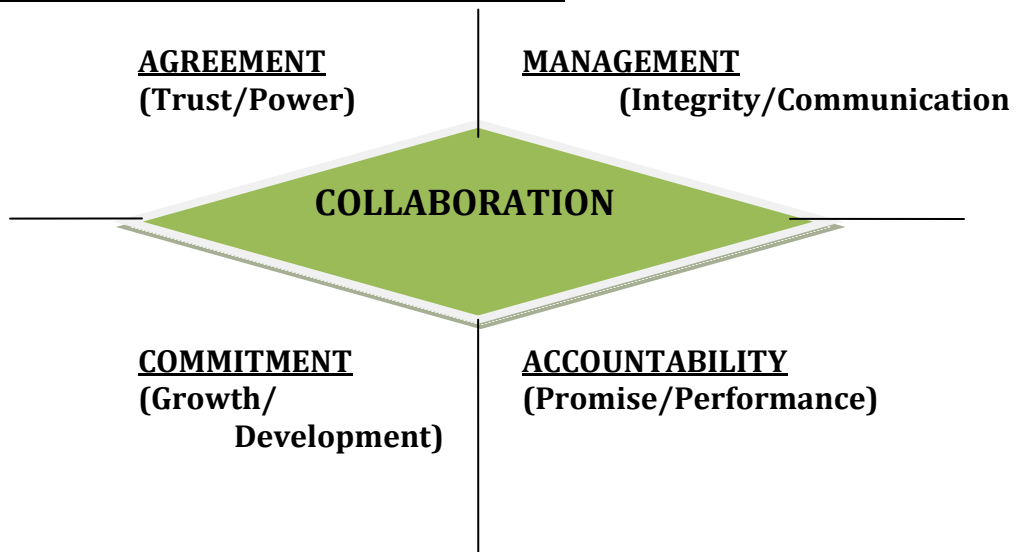
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It is a model of the key domains and dialectics of collaboration that engender partnering and are necessary for the emergence and success of a partnership. Domains are fields of competency evolving from *Agreement to Management to Commitment to Accountability*. They are the dialectic skill areas that must be mastered. The model depicts the attributes of collaboration, not the partners of a partnership. The result of the collaboration process (Figure 10.a & 10.b) is an organizational Partnership Holon (Figure 10.c). It is the fully articulated collaboration process that allows for a partnership holon. The domains/ dialectics in the model (Figure 11) tell us a partnership is present or emerging.

As Ken Wilber (2000) points out holons can become pathological and dissemble when they, arrogantly, determine they are not a WholePart, but only a whole or only a part. The same is very true of partnerships because holons are partnerships. They become 'arrogant' when they determine they are the only whole thing or the only a part of importance in existence, or the most superior whole or part that exists. It is pathological because there is no such thing as a whole that is also not a part, or a part that is also not a whole. There are only *WholeParts*. As to pathological partnerships, everything else then is not a whole partnership, but only a part to be dominated by the pathological partnership. David Booher (2004), describing inauthentic collaborations, which are basically pathological holons based on disagreement models, warns us of the tell-tale sign of pathological partnerships. Holzer and Gabrielian commenting on the pathology of public bureaucracies warn us about the nature of holonic pathology noting that, "bureaucracies can be run by fear, but at a very low level of production." (Holzer and Gabrielian 1998, p. 85). Fear-based pathology is recognizable in all inauthentic holons including partnerships. They further state ,

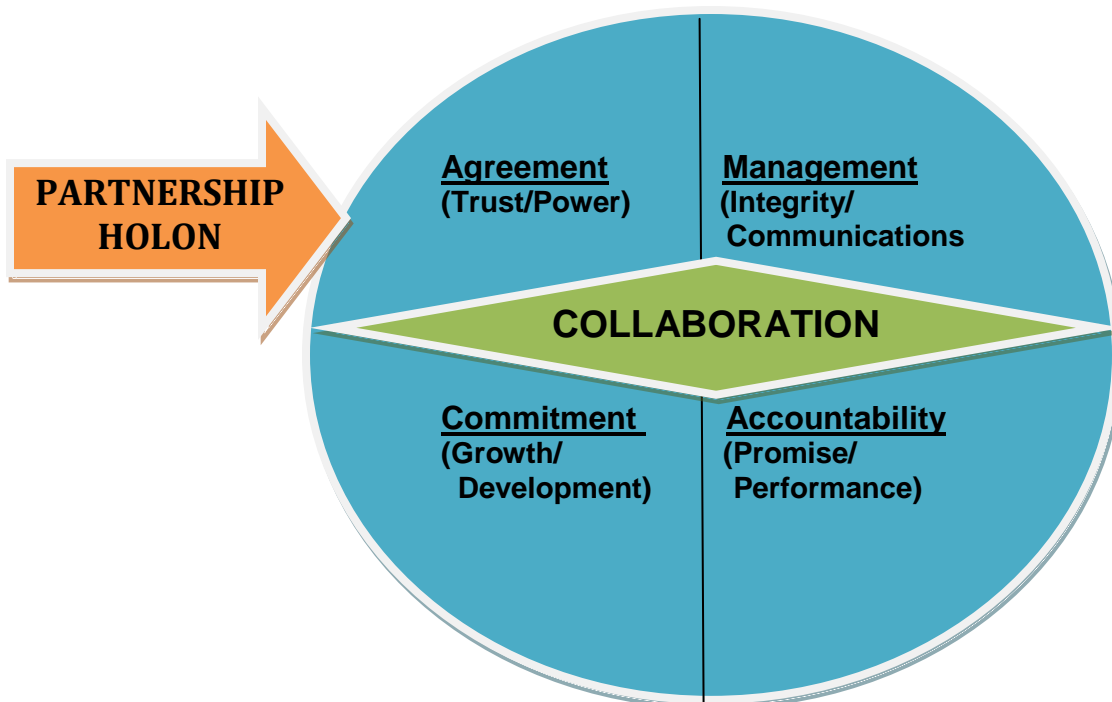
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10.b) COLLABORATION EMERGES OUT OF THE MODEL



"One means of overcoming such pathologies is joint management--workforce cooperation" (Holzer and Gabrielian 1998, p. 85), which are partnerships, but indicate that management must acquire appropriate skills. "To be authentic requires the appropriate organization, methods, and tools; facilitative leadership; and deliberative space free of

10.c) PARTNERSHIP DEVELOPS & EMBRACES COLLABORATION (AS HOLON)



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coercion" (Booher 2004, p. 44). Pathological partnerships are *domination partnerships* based on force. Healthy partnerships are *actualization partnerships* based on maximizing the partnerships potentials (Wilbur 2000, p. 30-31) as described in Figure 10.c, the partnership as a whole and all its constituent parts. This is true on a hierarchical basis ("the one dominating the many" (Wilbur, 2000, p. 32), and a heterarchical basis ("the many dominating the one" (Wilbur, 2000, p. 32). [T]he cure for pathological partnerships is actualization partnerships. In practice, this is accomplished by using the Agreement-Management-Commitment-Accountability Partnership Model described in Figure 10.c above, which resembles a complete actualizing holon, in which collaboration is an outcome or product.

This model indicates that partnerships tend to have a beginning, middle and end and are built on an Agreement rather than a Disagreement Model. When the agreements erode into disagreement, or simply are completed/fulfilled, the partnership is no longer relevant. The traditional way of addressing community and economic development needs has been by either providing money for a project or identifying some singular need or problem and organizing an effort to meet it or resolve it. This is a fix-it model, well suited when something is actually broken, but poorly suited when the problems in a community have to do with enhancing the systemic organizational aspects of the community. Partnerships have arisen as another way that strengthens and broadens unity and possibility within a community. Partnerships develop out of the recognition that there is greater power available in communities through their neighbourhoods, towns, business organizations, and corporations than the people involved often realize. This collective power resides in the relational purpose expressed and acted on as a functioning and real dialogue between community stakeholders that works to invent and

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implement a positive future rather than attempting solely to fix something from the past.

When we see this model, we know a partnership is in action.

PARTNERSHIP: Agreement-Management-Commitment- Accountability

- 1) **Agreement** (on identification, goals, values, and assets common to all).
- 2) **Management** (having professional and specified management capability that manages the agreement).
- 3) **Commitment** is the reliable and sufficient source of funds/resources).
- 4) **Accountability** is based on a Promise/Performance Axiom: What By-When. (i.e., What will be accomplished and By-When it will be accomplished in the future. Both as articulate and exact as possible.)

- 1) **AGREEMENT** – Successful collaborations work on agreements, not disagreements. (These agreements are the values and assets of the partnership)
- 2) **MANAGEMENT** – Agreements are maintained through professional management; therefore, management is the key to successful collaboration.
- 3) **COMMITMENT** – Success is achieved when collaborations, as partnerships, are committed to accomplishing their agreements. Commitment is an absolute and equitable contribution of resources by stakeholders in an ongoing manner; that is, overtime. This enables accountability.
- 4) **ACCOUNTABILITY** - Accountability is always a public phenomenon. As collaboration generates partnerships, accountability organizes the results of the partnership. Partnerships provide a big enough accountability for transformation. The Promise/Performance Axiom

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that is the dialectic of Accountability, literally what the partnership can be counted on, states that it requires a promise to accurately perform, i.e., there is no truly meaningful performance without a promise. A promise states ***what*** will be done (agreement) and ***by*** ***when*** (management): A promise, therefore, has an articulate *What-By When* formula. It's a statement of integrity that provides agreed upon and measurable standards for performance and unites individuals to accomplish goals. The promise does not fix past problems, but is designed to envision a clear and real future for the partnership to act and measure success. Without it we are dealing in fantasy and magic rather than reality and understanding.

A Disagreement Model (the left side of Table 1), is: Disagreement-Management-Compromise-Ad hoc.

Table 1. Agreement – Management – Commitment - Accountability Trust Matrix

	LOW	<u>(TRUST)</u>	HIGH
AGREEMENT	Instant Gratification Output-only orientation Adversarial. Dichotomous		Real Change Outcome Orientation Partnership
MANAGEMENT	Ad hoc/ Proxy Manipulative Exclusive Miscommunication		Professionalism Transparent Inclusive Communication
COMMITMENT	Deception Compromise Incompletion Short-lived		Commitment Collaboration Action Longevity
ACCOUNTABILITY	Disagreement Confusion Low-performance No measurement		Promises Clarity High-performance Balanced measurement

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Indicating that disagreements are also deliberate and managed systems. This model may have its uses, but it has different purposes and outcomes than an Agreement Model. We can expect to find little evidence of innovation or entrepreneurship because disagreements imply that a direction for the community has not been obtained or desired. On the other hand, communities that put their plans into action and achieve results have discovered something important about partnering. They discovered agreements and how to manage them with a sustainable commitment to reach a well-defined objective. A commitment is credible, not because people are motivated to keep it, but because institutional or structural arrangements compel their compliance. Where we put our attention has a lot to do with perceptions and attitudes but also extends to an ability to get something accomplished. When attention is on disagreement, exclusionary experiences occur that, at best, result in a compromised effort rather than cooperative progress toward identified and needed goals. The *attention* of disagreements is on the individual. The attention of agreements is on the community or partnership. Disagreements are distinguished by the presence of competing monologues; agreements by dialogue.

Agreements are different. In discussing how social reality is constructed, Seale (1995), pointed out, “[T]here are portions of the real world, objective facts in the world that are only facts by human agreement” (p. 1-2). If our attention were focused on community agreements, the community in which all the individuals or subgroups participate, an inclusionary experience occurs. Disagreements are concerned with an individual's, or a single group's, idea of self. Miller, et al. (2002) observed that, “the more humans agree, the more institutional facts they accept, and, therefore, the more reality humans perceive” (p. 95). Agreements, like

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partnerships, broker a broader concern about how the entire community envisions itself, consequently, what it is willing to support. This vision is not arrived at by compromise because compromise implies giving something up. The vision is arrived through creativity, the dialogue and the building of consensus, which implies expanding, embracing and growing capabilities aligned with transformation and entrepreneurship.

Disagreements and agreements are not accidental. They are managed. To endure over time, each has to be maintained by a partnership-structure. Sometimes, the structures are apparent and institutionalized and sometimes they are less visible. Nonetheless, it is not just the matter of agreeing or disagreeing, or only the focus of our attitudes or attention that makes things happen or not happen. What matters is the structure that manages what we experience.

This still does not completely explain why something progresses or why something is accomplished or effective over time. There can be agreement and management, but there is one additional ingredient necessary to obtain positive results. That ingredient is commitment; i.e the commitment of funds or other capital resources. Money and commitment are inseparable concepts in our culture. Where we put our money and other resources is directly linked to the commitment we have to make things happen. This is something widely observed in public administration. This correctly implies that commitment is a public attribute not a private matter, furthering the public intention of partnerships as the foundational building blocks of society. Partnerships occur in a partnership hierarchy. Deeper organizational levels are reached when whole/parts (partnerships) collaborate with other whole/parts (partnerships) and become new emergent partnerships.

Partnerships, Pragmatism, and Public Management: The Public-Private Partnership Challenge

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When Edelenbos and Klijn state that, "A PPP (*public-private partnership*) is based on the idea of mutual added value." (2007, p. 27, italics placed), this is true of all partnerships and defines the purpose of a partnership; to add value to each part, the value of which is conveyed by the partnership, not the parts. Due to costs, implementation and maintenance providing for societal needs and protecting individual and community investments can be a risky business. A proven method of reducing risk is to unite disparate forces, put the best partners together, utilize the strength of diversity to reduce the weakness of specialization, and build a new more effective entity through partnerships. (Holzer & Gabrielian 1996) This is the challenge of our time. This is the challenge of government. Partnership governance is the field of this endeavour. It describes collaborative action rather than only regulatory activities of government. Both are needed and, "an active partnership and active regulatory agency may well complement each other." (Lubell, , Schneider, Scholz & Mete 2002, p. 158) Collaboration, which is a fundamental operation of partnership, has almost as many definitions as partnership. Both, in pragmatic terms, can be described as systems of agreement management. Collaboration describes the process or construction of the system, and partnership defines the organization or boundary of the system. In each case, and often not addressed is that neither succeeds when management is not central; both imply deliberate management. Partnership governance tells us a system of agreement management, "emphasizes the collaborative nature of modern efforts to meet human needs, the widespread use of tools of action that engage complex networks of public and private actors, and the resulting need for a different style of public management, and a different type of public sector emphasizing collaboration and enablement rather than hierarchy and control." (Salamon, 2002, p. vii) When partnerships are

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employed, it tells us a society is assessing its needs from an innovative position, its points of reference have shifted, resources and assets have been redefined or newly discovered, and authority has been decentralized to identify suitable partners.

In their 2002 article on watershed partnerships, Lubell, Schneider, Scholz & Mete underscore the innovative aspects of partnership governance and the consequentially different style of change and asset administration that occur when partnerships are employed by concluding that "... partnerships emerge because of their comparative advantage over command-and-control institutions in responding to the increasingly acute, unresolved problems of ... management," and reinforce the bond of management to partnership governance in resolving collective issues and conflicts associated with communal assets (2002, p. 159). Often the intention to partner may exist, but is not sustainable as a result of poor management. Poor management often appears counterintuitive to common sense. Common sense indicates that one might expect partnering to occur in order to share and exploit commonalities if for no other reason than to promote cost savings and avoid "a tragedy of the commons" (Hardin 1968). However, tendencies to protect turf and authority often conflict with logical collaboration at all levels of government. That is, until a problem veers close to a real or perceived tragedy the complete partnership model is often in place (Figures 11: a, b & c). Further, the separation of federal and local governments, although politically derived, may have the tendency to restrict logical collaboration and common purpose. This is because the uncommonness of common purpose is, frankly, not that uncommon, and the purposes of divisiveness over unification are more persuasive if perceived to be politically advantageous. In such settings, collaboration and partnership would be expected to be less available.

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As stated above, if the issue at hand is not severe enough to compel a partnership, it's success is less favourable. Problem severity; problems not solved well by command-and-control policies, support partnerships because partnerships create new avenues of power and authority as well as an expanded non-traditional resource base. Partnerships occur when agreements about commonalities are clear and the cost of maintaining the partnership is not greater than the cost of maintaining the conflict. (Ostrom 1990; Hartley, Serensen & Torfing 2013) Despite politics, the reality is, in the field of management partnerships occur quite regularly, and are a required management capacity. Let's be clear, due to the challenge of managing collective assets, the primary purpose of government, there is almost no action a government takes, all the way up and all the way down, that does not involve some type of explicit or implicit partnership. We can conclude that public-public partnership are the modern system of government. However, the term partnership is not common and in its place we have political or legalistic terminology. But, it all looks like partnerships, and lately more so.

Partnerships between public-public agencies appear to be trending upward particularly concerning shared service provision. This is due to an expanding sense of the middle-class whose interests, needs and desires are changing not only the global/local economy, but also our sense of society. The cutting edge of partnership governance is not within government, but on its edges when public and private entities collaborate as PPPs. "Public-private partnerships have enjoyed a global resurgence and have become icons of modern public administration". (Hodge & Greve, 2009, p. 33) This is propelling, more and more, a post modern form of governance to the extent that a large segment of governmental public sector-activity, from planning to policy and building to management, is conducted by PPPs. The nature of PPPs

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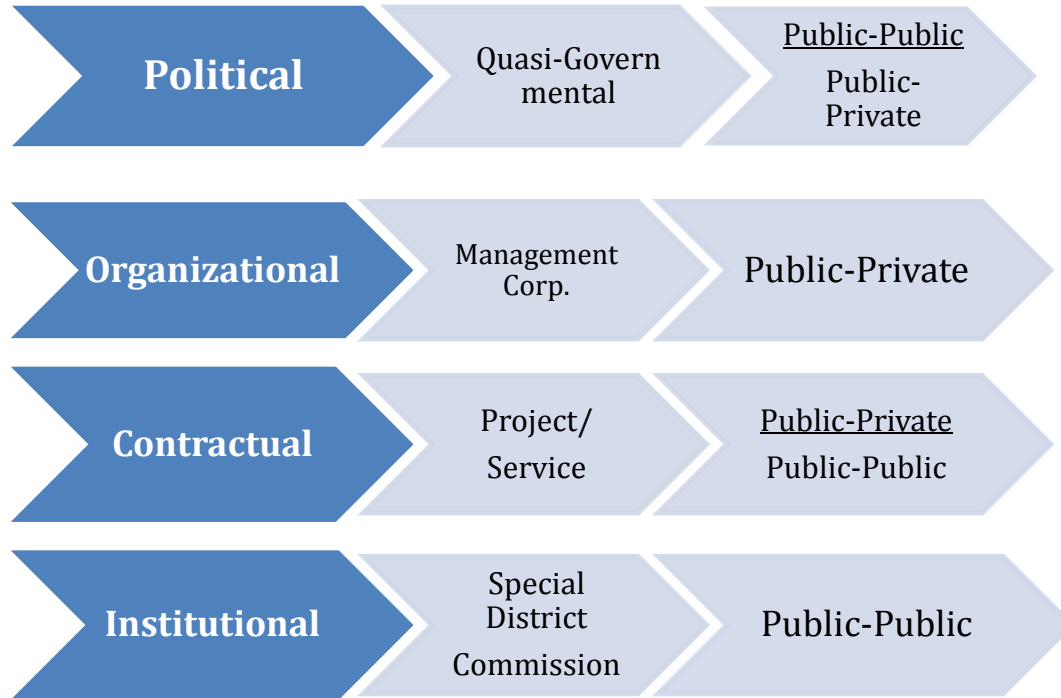
is also changing public-public partnerships because it is changing government. Much of the discussion in this book, therefore, is about public-private partnerships, how they are managed, and how these partnerships are redefining our society.

By combining private and public resources and expertise with governmental powers, partnership governance provides an essential institutional framework for government to compete in a variety of markets and public arenas. Competition is, of course, not solely finance oriented, but also includes asset building, value enhancement processes, management technology transfer and organizational development. It is noted that government partnerships, due to their variety, are referred to in a number of appropriate descriptive ways that retain the integrity of this complexity. Governmental partnerships, from a management rather than a process point of view, can be viewed as four basic types although in practice types may overlap and exhibit more than one of these attributes: **1)** politically (network-quasi-governmental), **2)** organizationally (PPP management corporation), **3)** as a legal contract (project) between government and a private entity; or, **4)** Institutionally having governance status (subunit of government). (Figure 11). Again, it is the public-private partnerships that reveal the complexities of governmental partnerships. This is because partnerships by their nature are innovative devices and require flexibility and as governmental actions would be considered *of but not in* government. Partnerships that are *of but not in* government are usually PPPs. Partnerships that are in and within government are usually public-public partnerships.

Figure 11 : Typology of Governmental Partnerships

<u>TYPE</u>	<u>FUNCTION</u>	<u>SECTOR</u>
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Planners and engineers tend to work on contractual, project-oriented PPPs in infrastructure and transportation. While public managers tend to concentrate on institutional, organizational, and network PPPs. (Hodge & Greve 2009, p. 36) These types do overlap such as Business Improvement Districts (BIDs) that have aspects of all four types (Figure 11). As a creature of the legislative process they have political ramifications; as non-profit or commission management corporations they are functioning organizations; as agencies receiving public funds and dispensing public services they are contractual; and, as special district sub-units of government they have institutional status. This is why BIDs are a key focus in the study of PPPs and consequently, Partnership Governance.

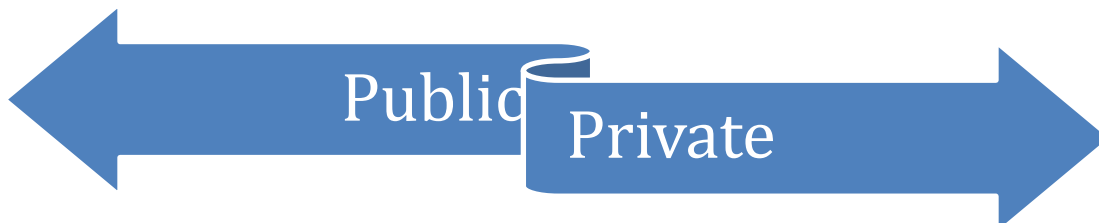
As stated earlier, we can find a number of descriptions of PPPs along the continuum of public-private partnering (Figure 12). Although this will be discussed further on, there is no one

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description, nor should there be, that fits all, due not only to the nature of partnership, but the nature of the partners. Yet, there are four themes that tend to guide PPP descriptions:

- PPPs are managed along a continuum of public to private according to need.
- PPPs represent a hybrid not a dichotomy.
- Hybrids, like PPPs, will contain some aspect of both parts in their operations.
- PPPs are designed to reduce financial, social, political, and technological risks.

Figure 12: Continuum of public-private partnerships - Public-Private = 100%



NOTE: Total partnership is always 100%. Public and Private mix may be any combination of percentages that equal 100%. Ex: 50/50; 60/40;70/30;80/20;90/10.

"PPPs refer to a wide array of relationships between government entities and nonpublic actors." They, "involve collaboration between at least one government entity and one or more nonpublic actors for the pursuit of public objectives." (Erie, Kogan, & MacKenzie 2010, p. 646). E.S. Savas defines PPPs "as any arrangement between government and the private sector in which partially or traditionally public activities are performed by the private sector." (2000, p.4) But this broad statement instantly becomes limiting as it seems only transactional and not intended to produce significant changes in the nature of governance or public management that true partnerships tend to produce, and it speaks chiefly, possibly only, to privatization aspects of public-private partnerships. Barbara Gray while discussing collaboration and dispute mediation defined partnership as a new context for solving collective problems within which , "parties who see different aspects of a problem can constructively explore their differences and

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search for solutions that go beyond their own limited vision of what is possible." (1989, p.5)

Edelenbos and Klijn describe PPPs in a more contractual way, "as a cooperation between public and private actors with a durable character in which actors develop mutual products and/or services and in which risk, costs and benefits are shared." (2007, p.27).

In the 21st century, Partnership Governance provides a unique perspective on the collaborative and network aspects of public management. The advancement of this field, as a concept and a practice, is a consequence of the New Public Management of the late 20th century, globalization pressures, the current New Public Governance (NPG) movement, and the advent of a more strategic rather than bureaucratic state. Today, partnering is the new governance and it continues to evolve particularly to address new trust environments due to social/economic changes. The term 'partnership governance' is applicable to this phenomena, but is prey to thinking in parts rather than the whole of the partnership. And, this devaluation, as the field manoeuvres across sectors, is hermeneutically abstract, but we have attempted to pin down a universally accepted definition. If we do not embrace the whole partnership, rather than only the parts, as a new and complete phenomena, then our assessment of partnering in the evolution of democracies is less substantial. Consequently, we experience a loss of trust. Throughout the world, PPPs have emerged at the local level of government and uniquely as Business Improvements Districts (BIDs) challenging many of our ideas about partnership governance. They have received some careful scrutiny in the past twelve years because they provide insights about the challenges of modern government, which in large part drill down to trust and partnership building. They also reveal the complexities of partnering, therefore, effective methods of performance measurement. An effective approach to addressing the gap

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in performance criteria in the field of partnership governance is to use an integrated balanced approach. In essence, its about the partnership.

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