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Doctoral Thesis

Challenges of Collaborative Governance: An Organizational Discourse Study of Public Managers' Struggles with Collaboration across the Daycare Area

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CHALLENGES OF COLLABORATIVE GOVERNANCE

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Mie Plotnikof

CHALLENGES OF COLLABORATIVE GOVERNANCE

**AN ORGANIZATIONAL DISCOURSE STUDY OF PUBLIC
MANAGERS' STRUGGLES WITH COLLABORATION ACROSS
THE DAYCARE AREA**

The PhD School of LIMAC

PhD Series 26-2015

CBS  COPENHAGEN BUSINESS SCHOOL
HANDELSHØJSKOLEN

Challenges of Collaborative Governance

**An Organizational Discourse Study of Public Managers'
Struggles with Collaboration across the Daycare Area**

MIE PLOTNIKOF

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Copenhagen Business School

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Challenges of Collaborative Governance
An Organizational Discourse Study of Public Managers' Struggles
with Collaboration across the Daycare Area

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Preface

This doctoral study is composed as an article-based dissertation and consists of 7 chapters, including three research articles produced for journal publication. These have been rewritten numerous times, and earlier versions of them have been presented at a number of research conferences and workshops.

At the end of **Chapter 5**, the first article “*Studying complexities of collaboration: Multimodality in organizational discourse ethnography*” appears. The article is written as a book chapter and accepted for an anthology on organizational ethnography, published by Routledge (2016). An earlier version was presented at the 11th International Conference on Organizational Discourse 2014 on ‘Terra Firma, Terra Nova, Terra Incognito’ at Cardiff Business School, University of Cardiff, UK.

Chapter 6 consists of two analytical parts, including the second article called “*Letting go of managing? Struggling with managerial roles in collaborative governance*”. This is in review for publication in The Nordic Journal of Working Life Studies in a special issue. Earlier versions have been presented at the 10th International Conference on Organizational Discourse 2012 about ‘Processes, Practices and Performances’ at Vrije University, Amsterdam, The Netherlands, and at the XVII International Research Society for Public Management 2013 at Masaryk University, Prague, The Czech Republic on ‘Public Sector Responses to Global Crisis: New Challenges for Politics and Public Management?’.

Chapter 6 also includes the third article called “*Negotiating collaborative governance designs: a discursive approach*”. This article is in review for publication in the Innovation Journal. Earlier versions were presented at the PDW and PhD course ‘Network Governance: Theories Methods and Practices’ at the XVII International Research Society for Public Management 2013 at Masaryk University, Prague, The Czech Republic, and at an Organizational Communication Research Lunch, April 2013 at the Department of Communication, University of Colorado, Boulder, USA.

Chapter 1
Introduction

Collaborative governance – potentials and problems in theory and practice

“In many municipalities the surveys, tests, measurements and evaluations take up the working hours of daycare teachers and other frontline workers. But as one ring binder after the other are filled up with paperwork the managerial agenda is becoming a challenge. Daycare teachers wonder, if they focus on what is important, or if it is important because they are told to focus on it. Politicians are wondering if this is really what daycare quality looks like in the local daycare centers. And in the local government’s daycare departments, they wonder if the ambitions of giving a realistic impression of the reality are lost in the amounts of paperwork. So what if the actors instead start collaborating about new, more meaningful – and effective ways to govern and develop local governments’ core welfare tasks such as the daycare area? And what if public management could be based on understanding instead of control?” (From the empirical case, Jensen, Würtzen, Chrsitensen & Egelund, 2013: 18)

“We identify [the dilemmas and challenges involved in developing policy making practices] as a part of an emerging paradigm in public governance that is still interacting uncomfortably with existing administrative systems.” (Christiansen & Bunt, 2012: 3)

“The challenge is even greater because cooperation among participants cannot be secured through market or hierarchical forms of control; although market or hierarchical concerns may prompt the formation of a collaboration, and all collaborations occur within the broad context of both markets and hierarchy, these mechanisms do not operate directly within the collaboration itself. Effective collaboration therefore depends on the relationships among participating members, which are negotiated on an ongoing basis throughout the life of the collaboration. Consequently, collaboration represents a complex set of ongoing communicative processes.” (Hardy, Lawrence & Grant, 2005: 59)

This dissertation explores the work of public managers and the challenges that arise as they engage in collaborative governance – a practice currently developing in public organizations to involve stakeholders in co-creating solutions for shared problems such as policy and service innovation. It is often initiated by policy makers or public managers with the hope of bringing together stakeholders to explore new solutions and thereby co-create public value and innovation (Ansell & Gash, 2008; O’leary & Vaj, 2012). Collaborative governance manifests itself in various initiatives and practices of interorganizational collaborations and comprises both long and short term events such as roundtable discussions, networks, partnerships and community programs.

According to the literature, there are many reasons for public managers to develop such initiatives and practices: “Collaborative governance has emerged as a response to the failures of downstream implementation and to the high cost and politicization of regulation. It has developed as an alternative to the adversarialism of interest group pluralism and to the accountability failures of managerialism (especially as the authority of experts is challenged). More positively, one may argue that trends toward collaboration have also arisen from the growth of knowledge and institutional capacity. As knowledge becomes increasingly specialized and distributed, and as institutional infrastructures become more complex and interdependent, the demand for collaboration increases. The common metric for all these factors may be, as Gray (1989) has pointed out, the increasing “turbulence” faced by policy makers and managers” (Ansell and Gash, 2008: 544). As such, public management scholars inscribe these developments within a broader diagnosis indicating changes from ‘government’ to ‘governance’, from hierarchy to networks of collaboration across public, private and non-profit sectors (Huxham, Vangen, & Eden, 2000; Osborne, 2006; Pedersen, Sehested, & Sørensen, 2011).

In the literature such tendencies are seen as part of an emerging public management discourse referred to as new public governance (NPG) that manifests the need for practices of networks and interorganizational collaboration (Ferlie, Hartley & Martin, 2003; Christensen & Lægreid, 2011). It develops alongside other public management discourses like new public management (NPM) that emphasize market mechanisms

and hierarchical forms of control. These discourses and related practices such as collaborative governance are considered to co-exist more and less uncomfortably with each other (Newman, Barnes, Sullivan & Knops; 2004). This causes dilemmas and challenges for the involved actors - especially public managers working across both hierarchical and interorganizational collaborative ways of organizing (Agranoff, 2006; Pedersen & Hartley, 2008). Nonetheless, studies about NPG, and more specifically about collaborative governance, argues that practices of interorganizational collaboration hold the potential to become an advantage when addressing issues that are not possible to solve alone (Hartley, Sørensen & Torfing, 2013; Emerson, Nabatchi & Balough; 2011; Ansell & Torfing, 2014).

With these developments, a burgeoning literature is particularly concerned with theorizing and exploring this “growth of collaborations among public, private, and nonprofit organizations; the context, environment, and constraints within which they work; the situation of the public manager in a network; the governance processes and decision rules collaborators use; the ways they define their work, tasks, and goals; and their impact on public policy and the policy process” argues a recent literature review (O’Leary & Vij, 2012: 507). Much of the recent literature is concerned with understanding, conceptualizing and improving the conditions of the complicated processes of developing new working methods for stakeholder-involvement in response to contemporary contradicting demands and needs for, for example, both cost efficiency and policy or service innovation (Ansell & Gash, 2008; Vangen, Hayes & Cornforth, 2014; Ansell & Torfing, 2014).

As such, collaborative governance studies argue that interorganizational collaboration may produce nuanced understandings of the matters at hand, generate creative problem-solving and even consensus in decisions amongst the involved and, in doing so, possibly co-create public value and innovation. But it is stressed that it also entails risks of misunderstandings, conflicts, power struggles and contradictory goals as the diversity of the actors and organizational interests creates socially dynamic fields of tension (Huxam & Vangen, 2000; Purdy, 2012; O’Leary & Vij, 2012). So, paradoxically, the potential of interorganizational collaboration also produces problems, and this built-in complexity poses challenges to the actors implicated – not

least the ones working to manage and organize collaborative governance in practice (Silvia, 2011; Huxham, Vangen, & Eden, 2000). This complexity is theorized and discussed both in terms of models for design and implementation issues (Ansell & Gash, 2008; Emerson, Nabatchi & Balough; 2011; Johnston, Hicks, Nana & Auer, 2011; Vangen, Hayes & Cornforth, 2014) and in terms of new managerial roles (Silvia, 2011; Weber & Khademian, 2008; Vangen & Winchester, 2013).

Taken together, the literature highlights both the promises and challenges of such initiatives and practices to public problem-solving, value-creation and innovation. It conceptualizes new conditions for public managers to manage and organize by facilitating and designing tricky multi-actor processes and nurture their success. But even though the literature stresses the managerial challenges of establishing such complicated multi-actor processes, a manager is still taken to be responsible for the processes and products (Silvia, 2011; Weber & Khademian, 2008; O'Leary & Vij, 2012; Raelin, 2012). Whereas some research seeks to identify best practices and new management concepts, a stream of literature argues to theorize and explore these problems by unfolding the paradoxes, socially dynamic tensions and power relations emerging in practice (Huxham, Vangen, & Eden, 2000; Vangen & Winchester, 2013; Purdy, 2012). Such studies argue that managing and organizing interorganizational collaboration is not about reducing paradoxes, but rather about acknowledging the intrinsic contradictions it holds, e.g. that stakeholder diversity can cause both problems and generate solutions, and to take that into consideration theoretically and practically.

When interorganizational collaboration becomes a crucial public management practice in order to deal with problems concerning issues such as public service and policy innovation, a lot is at stake. In such instances, many actors, interests and resources are in play and may collide when attempting to solve a shared issue - all of which a manager or a smaller group of managers must deal with. They are to manage such processes by means of the diversity in interests, in understandings and in group dynamics in between and across collaborative encounters. Therefore, a lot seems to depend upon the managers' work when enabling such form of governance at specific times and spaces alongside more hierarchical work procedures and relationships. As

such, collaborative governance theory and practice challenge public managers with both potentials and problems, who are to accomplish this by facilitating and designing collaboration between actors with both contradicting and shared interests alongside other management work - preferably with good results.

Puzzled by the destabilization of familiar roles and ways of organizing - and the challenges this poses to managers, who are still expected to pursue collaborative problem-solving - this doctoral study is concerned with unfolding the constitutive processes of managing and organizing this kind of governance construct further. Although paradoxes and tensions are theorized in the literature as inevitable challenges for managers enacting collaborative governance practices alongside other public management work - the discursive struggles over meanings and matters emerging, as managers undertake new roles and develop new ways of organizing, are under-explored. Furthermore, taken the central role of communication in collaboration, the discursive aspects of collaborative governance are surprisingly under-theorized - particularly considering the fact that this form of governance implies challenging existing hierarchical roles, communication channels and governing chains of command to establish new working methods (Hardy, Lawrence & Grant, 2005; Koschmann, Kuhn & Pharrer, 2012). Although existing hierarchical roles and concerns are not dissolved altogether through collaboration, the communicative interactions and the changing relationships of the actors involved are crucial to negotiating meanings and matters of the subject at hand, and thereby to co-creating potential solutions. So to further understand the constitution of such kind of governance in theory and practice, we need to study the communicative processes and discursive aspects involved in constructing and negotiating the emerging ways of managing and organizing. To do so this dissertation develops its approach inspired by organizational discourse studies (Philips & Osrick, 2012; Kuhn & Putnam, 2014).

In the following sections, the scope of present study will be further outlined. First, I will briefly present the empirical context through which I explore these problems, and then specify my research questions. This will be followed by the purpose of the study, theoretical inspirations and key concepts. At the end of the chapter, the contributions and structure of the rest of the dissertation are presented.

Empirical cases of collaborative governance practice in Denmark

In a Danish context, the interests in collaborative governance manifest themselves in various practices of networks, partnerships and laboratories, established to innovate new solutions to public problems (Christiansen & Bunt, 2012; www.mindlab.dk/in+english, www.midtlab.dk/in+english). Instead of working by hierarchical or market incentives, such initiatives experiment through gathering various participants in co-creative processes and solution-scenarios to embrace shared problems. With a recent ‘trust reform’, the current Danish government furthermore supports modernizing the public sector by seven principles for interorganizational collaboration to innovate core welfare services: “The principles for collaboration to modernize are supposed to support the many good initiatives across sectors and authorities, whom rethink and improve the public sector. [...] The initiatives entail development of new governance forms focusing on trust and collaboration, experiments with contractual bindings and the establishment of a center of innovation, which is to support that trust and innovation is spread and anchored in the public sector” (Ministry of Economic Affairs and the Interior)¹.

Following such tendencies, the dissertation empirically explores local governments’ work with developing collaborative governance practices in order to improve quality management within the education area. More specifically, in 2010, two municipalities’ along with the Danish Union of Early Childhood and Youth Educators (BUPL) established a partnership concerned with developing interorganizational collaborations to innovate new quality-management methods for daycare governance. The partnership described shared problems such as the growing amounts of paperwork involved in managing the service quality of daycare, and questioned its political, managerial and educational use and declared it as meaningless to the stakeholders. Consequently, they initiated laboratory projects to explore new quality-management methods, and in 2012 the local governments decided to continue these initiatives, resulting in a number of collaborative governance practices and events throughout 2013-2014. During this process, multiple stakeholders including public managers, politicians, daycare staff, union representatives, children and parents were involved. As part of a research team

engaged to study this, I conducted fieldwork with varying intensity in the local governments from 2010-2014.

Daycare is a public welfare service which is provided by local daycare centers, governed by daycare departments within each municipality, and enacted under the daycare law², and it is therefore an important welfare area. The partnership's interests relate to critical discussions on the public management of education and particularly of the daycare sector in Denmark. Within the past ten years, this area has undergone significant changes due to the enrolment of education plans in 2004 (Plum, 2012a; 2012b; Hviid & Lima, 2011). These education plans are quality-management methods to standardize and develop educational quality. Daycare teachers and managers are required to direct their work with regard to six themes in the education plans and every second year they are documented and evaluated in reports sent to the daycare departments and the political committee. The education plans indicate a political and managerial interest in daycare quality as it is considered a public welfare service ensuring early childhood education and gender equality in the labor market (Plum, 2012b).

The partnership is not just expressing critical debates of public management in education, it also initiates to co-create 'next steps' of dealing with problems; the local governments within the partnership set out to develop interorganizational collaboration to innovate quality management in daycare. In so doing, their work produce curious cases of collaborative governance practices; they embody fields of tension involving multiple stakeholders and various political, managerial, educational and civil interests, to make up new quality-management methods for daycare governance. However, thereby they challenge the familiar managerial roles, work procedures and ways of organizing this welfare area. As such, the working lives of public managers and others involved are destabilized, but the managers are still expected to enable this form of governance. Thus, their struggles over meanings and matters of the challenges emerging become central to explore the constitutive processes of managing and organizing this form of governance in this particular case.

Research Questions

As managerial challenges and organizational issues of collaborative governance are unfolded in terms of paradoxes, socially dynamic tensions and power relations by a stream of literature (Huxham, Vangen, & Eden, 2000; Vangen & Winchester, 2013; Purdy, 2012), they stress the potential of turning to practice, in-situ communication and discourse to advance further. Nonetheless, the theorizing of discursive aspects is yet under-developed, and the prospects of unfolding constitutive dynamics and effects in discursive terms have been largely overlooked. Accordingly, I will unfold this potential in the remainder of the dissertation. Inspired by organizational discourse studies (Philips & Oswick, 2012) I will explore the following research questions:

How are public managers challenged through discursive constructions of collaborative governance and which constitutive effects on managing and organizing are emerging?

The position, from which I ask this question, is defining to the phenomena and the means by which I explore them (Andersen, 2003). Such epistemological stance implies dislocating the attention from realist representations and explanations of the phenomena, to examining their constitution: “At its most basic, the study of organizational discourse is about understanding the processes of social construction that underlie the organizational reality” (Philips & Oswick, 2012: 437). As will be unfolded shortly, and in the remainder of the dissertation, in present study I draw on studies defining discourse as more than a linguistic matter (Hardy & Thomas, 2014; Kuhn & Putnam, 2014). Therefore, when questioning the challenges emerging from discursive constructions of collaborative governance, I will explore the constitutive dynamics emerging through relations of discourse, practice and materiality to unpack the ways in which these affect managerial roles and organizing processes – by which the ‘manager’ and the ‘organization’ of collaborative governance come into existence. Inherent in this is a concern about understanding those problematics as they emerge empirically and produce organizational constructions, in this study as cases from the Danish daycare sector. To direct my exploration of this further I add three supporting questions:

- To explore this question empirically, I ask: How can I develop methods to approach discursive and material aspects of collaborative governance practices and which organizational constructions are emerging?
- To explore challenges of managing, I ask: How is the role of the manager constructed - through which positioning and with which challenges?
- To explore challenges of organizing, I ask: How is the organizing of collaborative governance designs emerging; through which discursive practices and with which challenges?

By asking these research questions I address the discursive production and meaning formations of challenges emerging from collaborative governance theory and practice, and, in so doing, explore the ways in which such constructs constitute particular ways of managing and organizing - without assuming that managers necessarily steer such. The latter is important because, although the 'manager' is usually seen as a privileged actor who manages and organizes the work of others, the idea of autonomous agency is contested when inspired by organizational discourse studies (Alvesson, 2010; Cunliffe, 2009). Following this, my interest in managers is displaced from understanding this actor as having an essential identity, a core self. Managers, like others, are instead approached as socially constructed and relational subjects, which is why the attention shifts to their subject positioning and thereby the construction of identity and agency. Similarly, the phenomenon of the 'organization' is seen not as a clearly demarcated entity, but as a precarious accomplishment constituted through discursive and material intersections in various communicative modes e.g. of documents, interactions, work procedures etc. (Kuhn & Putnam, 2014; Hardy, 2004). Organizing processes become (and change) through communication involving both human and non-human actors in everyday life. Consequently, to study the challenges that collaborative governance poses to public managers with inspiration from an organizational discourse perspective, I will explore relations of discourse, practice and materiality and how they constitute the work of public managers and ways of managing and organizing interorganizational collaboration – in this case in relation to daycare governance.

The purposes of the study

The purpose of this dissertation is to explore and discuss the challenges emerging through collaborative practices pursuing public value-creation and innovation; thereby I aim to extend the critical engagement in collaborative governance theory and in organizational discourse studies concerned with problematics of managerial identity and interorganizational collaboration. Before I unfold the approach I develop to achieve this purpose, I will briefly comment on the focus on managers in the study.

My interest in public managers is not to put such actors on a pedestal as being generally more important than others, neither is it to be particularly critical regarding organizational changes that destabilize managerial authority or hierarchy; this dissertation is not politicized in such a matter. Rather, the interest in public managers departs from the central role they are expected to play in such governance changes, by which their person embody the challenges of changing organizational realities that affect themselves and others involved – in this case in the education area. In that sense, my research interests are somewhat alike other scholars across organizational discourse studies and critical management studies emphasizing ways to critically engage *with* practice, rather than ‘just’ voice critique at a distance (Iedema, 2007; Fairhurst & Grant, 2010; Grant & Marshak, 2011).

Nonetheless, I do not have ambitions of concluding a normative stance on neither NPM or NPG discourses, nor hierarchical public management practices or interorganizational organizing - that exceeds my research position and perspective. My research interests are concerned with the ways in which various public management discourses and related practices are constructed and negotiated, thereby complicating, but also enabling the working lives of the actors involved and particular governance constructs. I have engaged with many actors and discussed their ideas, experiences and practices of diverse forms of governance, their pros and cons. From my perspective these reality constructions are, as long as they are considered significant enough to be enacted and debated empirically, relevant for my study. Therefore, I grapple with how actors construct their work and challenges, and how they may consider these as ‘new’, ‘old’, ‘better’ or ‘worse’ – and along the way critically consider my participation in such constructions.

Developing the approach: Inspirations and key concepts

In this dissertation I explore problematics of managing and organizing collaborative governance practices inspired by organizational discourse studies (Grant, Hardy, Oswick & Putnam, 2004). In so doing I will develop an approach that is particularly complex-sensitive in relation to unpacking the complicated constitution of such practices. This ambition is in extension to the existing scope of socially dynamic tensions and power relations in collaborative governance theory (Purdy, 2012; Vangen & Winchester, 2013), and it aims to refine the theorizing of discursive aspects in the study of such governance practices.

To do so I draw on exiting organizational discourse studies, including the communicative constitution of organization (CCO) perspective and more broadly on Foucault's (1967; 1994) theorizing of power relations of discourse, practice and materiality (Hall, 2001; Hardy & Thomas, 2014; Kuhn & Putnam, 2014). They broadly define discourse as collections of texts and related practices that through their production, distribution and consumption bring organizational objects into being. Texts in this sense includes written, visual, technical and otherwise symbolic inscriptions and practices include both social and material dimensions, and thus both human and non-human actors (Hardy, 2004; Mumby, 2011). In this regard, phenomena and problematics are seen as discursive constructions, and the attention turns to the constitutive dynamics produced through communication and the effects on managerial roles and organizing processes.

To examine this further I am inspired by studies on identity construction in relation to NPM discourses (Thomas & Davies, 2005; Ainsworth, Grant & Iedema, 2009), and studies on collaboration and change (Hardy, Lawrence & Grant, 2005; Koschmann, Kuhn & Pharrer, 2012; Thomas, Sargent & Hardy, 2011; Grant & Marshak, 2011). Furthermore, this study is stimulated by critical discussions about developing approaches by combining theory and methodology across divisions of discourse-materiality, macro-micro, and single level-multi level analyses: "The problem is not just the need to work across levels that has been so often discussed, but also working across epistemological positions to move to a position that embraces the "discourse *and* materiality" and the "discourse *as* materiality" positions. By widening the

methods used and bringing together methods that focus on the discursive and the material, organizational discourse analysis can make much more of a contribution to our understanding of organization and organizing” (Philips and Oswick, 2012: 470).

In extension to these studies and debates I direct my study of public managers and the organizing of collaborative governance and thereby seek to expand the scope of existing studies on social dynamics, power and discourse in collaborative governance theory (Purdy, 2012, Vangen & Winchester, 2013). This involve moving between theoretical, methodological and analytical unfolding of the phenomena of managing and organizing collaborative governance in conversation with relevant literature from both organizational discourse studies and collaborative governance theory, and in relation to the particular empirical cases. More specifically, I develop my approach by means of three key conceptualizations, each related to different parts of the research questions. As the potentials of these concepts will be argued and explored in greater detail in the remainder of the dissertation, I will just mention them here:

Article 1: Multimodality is elaborated to develop and discuss methods with which to approach to the empirical study of public managers and collaborative governance by combining discourse perspectives with ethnography to create multi-methods.

Article 2: Subjectification is a conceptualization of the relations of organizational discourse, identity and agency, which is used to analyze the constitutive dynamics and effects related to the constructions of and changing managerial roles through positioning.

Article 3: Text-conversation is a central discourse concept to analyze the constitutive dynamics and effects through which organizing is constituted in communication and it is unfolded to explore the meaning-negotiations of the organizational design emerging locally and create particular collaborative governance events and realities.

These concepts are used to enable new theorizing and exploration of challenges emerging from the work of public managers in the pursuit of collaborative governance – in this case in the Danish daycare area. As such, the dissertation seeks to combine conceptualizations and develop its approach to refine the study of

managing and organizing this type of governance at the intersection of organizational discourse studies and collaborative governance theory.

Contributions of the dissertation

My ambitions to develop the study at the intersection of collaborative governance and organizational discourse studies results in the following contributions:

This dissertation contributes to studies on collaborative governance by expanding the theoretical scope and analytical insights regarding the new managerial roles and the design and implementation issues conceptualized in the literature. In regard to the first matter it particularly addresses the discussions of the new role of the manager in collaborative networks and partnerships, and elucidates struggles over new roles and agency, demonstrating that it is not only undertaking the new role that is challenging, but very much also changing between roles through the tensions of diverse, competing public management discourses (article 2). This suggests considering ongoing positioning and the discursive struggles involved as part of the complexity of managing collaborative governance, which both unfolds the constitution of roles – and their agency in local versions, and expands the theorizing of managing through tensions and discursive power.

Regarding the second matter, the dissertation critically discusses the conceptualized issues of design and implementation of interorganizational collaboration in discursive terms. In particular, it theorizes and examines the emerging organizing collaborative governance designs in practice, showing the ongoing negotiations of such form of governance and the power-resistance relations generating changes in the collaborative design and implementation (article 3). This proposes to view both the design and implementation as organizing processes emerging through complex communicative practices, in which negotiation and change is endemic. This nuances the existing understanding of the socially dynamic, generative mechanisms, through which collaborative governance designs are taken develop.

More generally, the dissertation explores the challenges emerging through relations of public management discourses and associated practices which constitute specific

ways of managing and organizing this kind of governance. In doing so, it unfolds central discourse concepts and refines the understanding of discursive aspects and communication relevant to collaborative governance theory and practice. Through this, the dissertation also contributes to organizational discourse studies. Foremost it does so by elaborating a particular methodological sensitivity to multimodality with which to develop methods comprising both discursive and material aspects in order to produce rich data by which to approach the complexities of those aspects in relation to their empirical embedding (article 1). This responds to contemporary discussions on advancing concepts and methods to approach both discourse and materiality. Furthermore, it also contributes to the field of organizational discourse by unfolding analytical insights that can be gained through its conceptualizing and thereby demonstrating the potential of theory-bridging with a field such as collaborative governance. This also offers empirically grounded understandings of the challenges of managerial subjectivity in relation to competing public management discourses, as well as of the discursive practices of organizing such a governance construct.

This advances the understanding of the discursive aspects crucial in the constitution of collaborative governance practices and their challenges. In so doing, it also emphasizes the cross-fertilizing potential of organizational discourse perspectives in relation to the research field of collaborative governance and public management.

Structuring the dissertation

These contributions are developed, argued and explored in detail in the following 6 chapters:

Chapter 2 presents empirical cases of collaborative governance in the Danish daycare sector.

Chapter 3 outlines a literature review that departs from collaborative governance theory, its extrapolation of potentials and problems challenging public managers and collaborative governance practices. It concludes by pointing to the potential of exploring this further through an organizational discourse perspective.

Chapter 4 Unfolds the theoretical inspirations from organizational discourse studies and thereby outlines the analytical strategy of the study. In this regard it presents the analytical concepts used to develop the approach to unfold constitutive dynamics and effects of significance to collaborative governance practice.

Chapter 5 develops the methodology of the dissertation. This includes **the first article** “Studying Complexity in Collaboration: Multimodality in Organizational Discourse Ethnography”. This article explores the potential of developing organizational discourse approaches through ethnographic fieldwork. Thereby it engages recent debates about the relationship between discourse and materiality and in response it unfolds the concept of multimodality to develop multi-methods. In order to explore this, it provides two examples of such method-developments. In conclusion, it reflects on the potential of multimodality to approach complexities of discourse and materiality, and its implications for engaging with and understanding issues of collaborative governance.

Chapter 6 unpacks the empirical analyses in two articles:

The second article of the dissertation is called “Letting go of managing? Struggling with managerial roles in collaborative governance”. This article addresses discussions regarding complexity in collaborative governance and the managerial challenges in facilitating such approaches to solving problems such as welfare service and policy innovation. It also explores the complications involved for managers in constructing new and changing roles in the pursuit of collaborative governance, an aspect largely overlooked. It draws on organizational discourse studies to theorize and analyze managers’ positioning through collaborative governance work. Thereby it unfolds another aspect of complexity in collaborative governance: namely the challenges of becoming a facilitating manager, the struggles of identity and agency constitutive to managers, as well as struggles emerging from multiple roles.

The third article is called “Negotiating collaborative governance designs: a discursive approach”. This article addresses the discussions on the organizational design issues of collaborative governance. It is concerned with strengthening the theorizing of the socially dynamic, emerging processes through which collaborative governance is considered to be designed. It contributes by elaborating organizational

discourse concepts used to explore the meaning negotiations and discursive tensions constitutive to the changing processes of designing such governance. The findings of a case study of collaborative governance design processes concerned with innovating new quality management in the Danish education sector suggests that collaborative governance designs are continually negotiable – both during design and implementation phases. Furthermore it elucidates the generative effects of discursive tensions and resistance to create changes in local designs.

Chapter 7 concludes the findings and discusses them in relation to each other. In so doing, it stresses the contributions made and critically reflects upon the approaches developed at the intersection of collaborative governance and organizational discourse studies. On a final note it highlights the implications for future research.

Endnotes

¹www.oim.dk/nyheder/nyhedsarkiv/2013/jun/ny-aftale-om-principper-for-samarbejde-om-modernisering-af-den-offentlige-sektor.aspx

²www.retsinformation.dk/Forms/r0710.aspx?id=164345). Between 90-97% of all one to six year-old children are enrolled in daycare (www.sm.dk/arbejdsomrader/dagtilbud/Tal%20og%20statistik

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Chapter 2

Empirical Setting: Quality Management Innovation and Collaboration in Daycare Governance

In this chapter I present the empirical research setting of the dissertation, namely Danish daycare sector. In particular, I study the work practices and results of two municipalities who, in partnership with the Danish Union of Early Childhood and Youth Educators (BUPL), were concerned with quality management innovation (QMI) to find new working methods for daycare governance. During their partnership and related projects, which I will refer to as QMI work, the local governments developed various types of collaborations, which resulted in local collaborative governance initiatives and practices such as dialogic quality inspection and daycare marketplaces.

The physical locations include the daycare departments and political committees at the city halls, plus a number of local daycare centers involved in this work in the two municipalities. They are both located in the capital area of Copenhagen, and are of average population (around 45.000 citizens). Their formal public management structures are similarly organized in hierarchies (according to the official organizational charts). These are led by a chief executive, a management team consisting of the heads of division, and a group of department heads (of specific policy areas such as daycare, schools, health, employment etc.) in which a number of managerial consultants work with differing managerial responsibilities and tasks. Each head of division refer to a political committee concerned with their particular policy area. In the local QMI work, the management teams (department heads and 2 managerial consultants with specific quality management responsibilities) initiated the projects and involved a small number of local daycare centers. In total, the actors participating in the projects include: public managers (head of division, head of department and managerial consultants), politicians, daycare staff, and periodically children and parents from daycare centers, as well as union representatives.

In the following sections I present the initial interest in innovating quality-management methods by means of interorganizational collaboration, as voiced by the local governments, and the general discussions concerning quality management in daycare, which they related their interest to. This will be followed by an introduction to local settings and the local project work, including an overview of their work processes and results. This presentation of the research setting and the particular

empirical cases is based on an event database developed throughout the methodological and analytical work (see Chapter 5, table three), and as such this case-description is based in methodological considerations and analytical processes described further in chapter 5.

Shared problems of quality management in the daycare sector

In 2010 the two daycare departments within the local governments established a partnership with the union concerned with innovating new quality management. The interests of the partnership and their focus on developing new methods for quality management were concerned with problems described as: different languages of the many stakeholders; discrepancy and lost information about quality in existing quality-management methods such as education plans and quality inspections; and the meaninglessness and lack of authenticity in their communication about quality, which is documented in written reports. The partnership saw such problems as shared between the different stakeholders, including the public managers in the daycare departments, politicians, daycare managers and daycare teachers, and the union representatives.

In a newsletter written at the project's outset by the partnership to the actors involved and to other interested parties, the heads of department from both municipalities and union representatives outline the ambitions and scope of the work. One of the department heads states that:

We want to nuance the dialogue about what we spent money on in the nurseries and kindergartens, and about what the daycare centers, parents, administration and politicians see as quality. In this way we see the project as a possibility to contribute to the nationwide political agenda.

The department head refers to discussions about cost-benefit, and he stresses their ambition of nuancing the dialogues in relation to the different quality understandings

of the stakeholders in daycare sector – and that this is of importance as a national agenda. As such, the local QMI projects refer directly to discussions about contemporary public management of the daycare sector – along with the education area and other social service sectors in Denmark. In an article in a public management magazine called ‘Danish Municipalities’ (Jensen, Würtzen, Chrsitensen & Egelund, 2013) the mayors of the two municipalities and the local union presidents – as representatives of the partnership – present their experiences and results from the QMI work, along with their further ambitions of developing collaborative governance practices in the local governments in order to:

... find alternative ways to the later years extended management approaches, because it is our belief that the public services of the education area are too complex to be reduced to simple formula in templates or top-down management. Too much important knowledge is simply lost in the processes of documentation between daycare centers, administrations and politicians.

The partnership raises the problems shared by a broader context of public sector management in the education area, but particularly in relation to daycare. The daycare sector has, in the past decade, undergone a significant change due of the enrolment of quality-management methods such as education plans in 2004 (Plum, 2012a; 2012b; Hviid & Lima, 2011). These educational plans are implemented to ensure and develop a certain pedagogic quality standard in the public services of daycare (<http://sm.dk/arbejdsomrader/dagtilbud/paedagogiske-laereplaner>). In the debates about this educational researchers argue that their emergence indicates a new managerial focus on the educational content of this policy area in opposition to earlier daycare policies more concerned with numbers of staffing and seats for children – in order to allow for the mothers to take part in the labor market (Plum, 2012b). With the education plans, the quality of daycare becomes a managerial and political matter, as the plans are outlined by the Ministry and enacted by the daycare law (<http://sm.dk/arbejdsomrader/dagtilbud/paedagogiske-laereplaner>). Daycare teachers and managers are obligated to use the plans in their planning, performance

and documentation of pedagogical practices, and every second year they are evaluated in a report sent to the daycare departments and the political committee. The educational plans consist of six themes, namely personal competence, social competence, language skills, competence of body and movement, competence of nature and science, and cultural expressions and values.

With the enrollment of such quality-management methods, the problems of different languages, discrepancy and meaningless communication follow according to the partnership. These problems are explained by the different actors as caused by different understandings of quality and diverging criteria – and thus discontentment with the work and results of existing quality-management methods. They particularly stress that they cannot recognize what counts as quality to others when they communicate about it through existing quality-management methods such as education plans or quality reports. This is described by a daycare manager in the beginning of the QMI work, fall 2010, in one of the municipalities:

I think that the organization has become, you know sometimes the people making the decisions do it from what they know – no matter if it is the public managers or the politicians. The politicians do it from the inputs they get. But they got it through the glass wool layer. You know? Who make their decisions from other things than me, who can see and feel and hear, what it means to the teachers. Sometimes I think there are too many layers here in order for them to make the right decisions. I understand the layer, because they are really focused on economy and standardization, that's easier to manage. Like really standardized, like: "if we make some templates, and we do this and this – then we are in control". And then I feel like, with all the education plans that we sent up, then I think, its genius, then the public managers who are really good are asked to summarize the plans from X daycare centers, and then presented to the political level as the truth. But there are not X alike daycare centers – what is this? What are we supposed to gain from it? Can't you then at the quality inspections write the plans yourself and hand it in straight away? You know those kinds of things. But it is because they want to know what they get

for their money up on the top of the political level. Then you are more secure, if it has been through a level of government officials, who summarized something that looks good. But you can't tell how things are out here.

The daycare manager unfolds the problems in relation to the challenges of communicating when working in different contexts and with different knowledge and interests in the matter of hand – in this case, daycare quality. In particular, she stresses that the focus on economy and standardization differs from her own and she exemplifies this with the education plans and the rewriting of them from when they are elaborated locally in daycare centers, summarized in daycare departments, and, finally, presented to politicians. From her perspective, the problems of communication involved in such quality-management methods, including the level of government officials, is that the focus is dislocated to general standards and hierarchical control, which do not show the local quality of daycare.

The problems are also described by the other stakeholders such as the public managers who were managing the local projects. In the following extract, one of the department heads relates the problems to his position as an intermediary between politicians and professional daycare staff. Frontline workers in welfare areas such as education, health and social services are often referred to as 'professionals' in Denmark, as they need a Bachelor's degree to be employed. The department head says, during fall 2010, that:

Due to the position which really is a position between daycare professional practice and a more strategic political governing of the municipality, I really see my job as being the link and the translator between – it's something we can return to, between the different logics that steer those fields. The translator of what's going on in our daycare centers to the political committee - which consequences will the decisions they are discussing have there? 'Why are you preparing this case like that and which logic is intrinsic to it?' And accordingly - in relation to the local daycare managers, when the politicians initiate a plan,

what kind of political logic is behind it? Why is this something, they wish to focus upon? [...] It's, you might say, processes with a significant risk of the political decisions that are made, aren't recognizable, meaningful or being heard, in relation to the professionals, when speaking of the daycare sector and in the local day care, who are to integrate it in everyday work. There are a lot of links you need to go through here. Also, referring to the task of translating, there's a managerial, and this is not just concerning me but to a great extent also the local daycare managers, a really important task in shaping the centrally outlined strategies in a way that is manageable and meaningful in relation to the performing links of the organization.

The public managers are especially concerned with the problems of different contexts and logics, and work to solve these issues by translating, linking and mediating from an intermediary position to lower the risks that other stakeholders find the information, initiatives or tasks meaningless. However, they have found that their translation is not an enduring solution, especially in relation to quality management, because they see that information is lost. For example, when an education plan developed throughout a year in a daycare center covering educational considerations, theories and plans for a child's development, is passed on to them, and then they rewrites it in a condensed summary and includes it in a report along with other education plans from other daycare centers. Finally, the report summarizing all of these education plans are presented to the politicians to discuss and make decisions concerning funding, development, new initiatives etc. Furthermore, they are concerned with all the man hours spent on such work, especially if such work does not make sense to those involved, whether producers or receivers.

But they cannot work out how resolve this problem other than through their 'translations', which is of deep concern to them. Therefore they are intrigued by the potential of developing new quality-management methods by interorganizational collaboration. They stress that they realize that this cannot solve all their problems, but they hope that it may help to gain a better understanding of other stakeholder-interests, which, currently, they are left to manage as best they can. However, the

idea of interorganizational collaboration is also challenging, as stressed in the following conversation in the management team managing local QMI projects in one of the municipalities, winter 2010:

Department head: Focusing on the translation competence, the task of translating, which I feel intrinsic to my position, but also in Britt's position [another public manager, eds.], being able to translate between different logics, being able to link and create coherence between professional practice and the financial-political agenda. And I don't know if it's harder or easier to be in any of these positions. I think each position holds its own challenges. Conversely, you might say that it's much simpler to be in an outer position than being in the middle position, in which there are more interests that counts, and where struggling areas of interest might in fact appear, which you in that situation see are contradictory and consist of dilemmas, that aren't just solvable.

Managerial consultant: so when we challenge you [the head] on these matters, you have to account to the politicians and the chief executive in the other end. That's how it is, how it must be, because we have different rationalities. That's how it is, right?

Department head: In relation to the projects, it's interesting how we can discuss this.

Managerial consultant: Yes, that's exactly what's interesting.

Department head: Can we do that in ways that are meaningful and fruitful not just to me as a person participating in it, but also because I can use it in my work, no matter if I'm a politician, I'm an administrator or I'm a daycare professional?

Managerial consultant: Yes, and this is where we are in dialogue with each other, where it's about the children having a good life in the daycare centers, that's the common starting point, right, and how we'll take that into account from the different positions, right? [...]

Department head: It presents new challenges, right? When we allow direct communication between daycare professionals and politicians; what voices are articulated then? But let's deal with that, you know, then we'll have to work on that together by discussing what the potentials are and so forth.

The public managers consider their intermediary position and the translation of logics and quality accounts in different quality-management methods problematic, but nonetheless necessary, as they have not found alternative management methods. For this reason, they have initiated the partnership and QMI projects.

Along with the managerial and political interests in the professional practices and service quality of daycare, manifested in quality-management methods like the educational plans and yearly quality inspections, the following problems are discussed among stakeholders. These actors include daycare staff, the Danish Union of Early Childhood and Youth Educators (BUPL), administrators and politicians, and educational researchers, (Hviid & Lima, 2011; Andersen, Hjort & Schmidt, 2008; Plum, 2012a; 2012b; 2014). The debates are varied and stress both the potentials and problems of the quality-management methods and micro-management through such education plans and inspections – public management practices that are often related to new public management (NPM). In the field of education, and specifically the daycare sector, the debate is particularly concerned with the effects of NPM, e.g. the increased focus on evidence-based practice and documentation – that demand other practices of daycare teachers and managers. These practices involve planning evaluating and written documentation. Educational researchers discuss how this dislocates the focus of daycare managers and teachers, and results in less interaction with the children in favor of performing managerial administration, which produced discomfort and sense of meaninglessness (Plum, 2012a; 2012b; Jensen, Broström & Hansen, 2010; Hviid & Lima, 2011).

Accordingly, the debates across the partnership, which involve daycare teachers, managers, administrators, politicians and union representatives, as well as the discussions of educational researchers, emphasize shared problems resulting from quality-management methods related to NPM. Furthermore, the interests in finding

new ways to manage and develop quality in daycare are restated across stakeholders such as daycare staff, the union BUPL, the Danish Evaluation Institute (EVA, see e.g. this publication with new quality-management methods: <http://eva.dk/publications/narratives-and-evaluation-communities-concerning-children2019s-language-development>) and researchers (Egelund, Hansen, Csonka, Jørgensen, Davidsen, Sloth, & Jacobsen, 2012). The partnership responds to this by establishing QMI projects to ensure future relevance, anchoring and support from the stakeholders involved.

Local QMI projects: work processes and results

The partnership was established in 2010, and the QMI work was initiated late 2010 and were officially ended late 2012. During the QMI projects, the local governments developed various types of small- and large-scale interorganizational collaboration, and, in the summer of 2012, it was decided by both municipalities to continue their efforts to innovate quality-management methods. This resulted in various local collaborative governance initiatives and practices of designing and implementing new methods. Although the partnership ceased at the end of 2012, the managerial consultants continued an informal network in 2012-2014.

During the QMI work the actors developed various types of interorganizational collaborations, for example through laboratories, conferences and staff development meetings. Some of these collaborations included all stakeholders, others only a few. The aim was to enhance daycare governance with new quality management dialogues and methods developed across daycare centers and city halls. The collaborations are described in table 1 (below).

Table 1: QMI collaborations

<p>Governance labs: all stakeholders participated, including politicians, public managers, daycare managers and teachers, and periodically also children, parents and union representatives. These laboratories took place at city halls primarily, or at other municipal locations, but also sometimes at daycare centers. They included workshops concerning knowledge-sharing, idea-creation and multi-actor discussions of existing and new quality-management methods, and their potential and challenges.</p>
<p>Public management labs: the head of department and managerial consultants participated and also sometimes the head of division. These laboratories primarily took place at city halls. They included workshops concerning quality management case-tracking, role clarifications, reflective team discussions of public management challenges, knowledge-sharing and idea-creation, and also discussions of existing and new quality-management methods.</p>
<p>Daycare manager labs: daycare managers participated from across the municipalities. These laboratories moved between the different local daycare centers. They included reflective team discussions of daycare manager challenges, idea-creation and explorations of new method designs, and also discussions of existing and new quality-management methods, their potential and challenges.</p>
<p>Daycare teacher labs: daycare managers, teachers and sometimes managerial consultants participated. These laboratories primarily took place in the daycare centers. They included education planning, observations, reflective team discussions, idea-creation and explorations of new method designs, and also discussions of existing and new quality-management methods, their potential and challenges.</p>
<p>Play labs & daycare manager-children labs: daycare teachers, managers and children participated. These laboratories primarily took place in the daycare centers. They included educational practices with children, planning, observations, reflective team discussions, idea-creation and explorations of new method designs, and also discussions of existing and new quality-management methods, their potential and</p>

challenges.

QMI partnership conferences: representatives from unions, public managers, daycare managers and teachers participated, and sometimes politicians, parents and children as well. These laboratories took place at city halls or other conference venues or cultural sites, but sometimes also at daycare centers. They included presentations of local project work, workshops of knowledge-sharing, idea-creation and multi-actor discussions of existing and new quality-management methods, their potential and challenges.

QMI partnership meetings: representatives from unions and public managers participated. These meetings took place at union locations or conference venues. They included presentations of local project work and project status accounting, including discussions of existing and new quality-management methods, their potential and challenges in terms of results.

In figure 1 (below) photographs from a governance lab are shown. It took place at a daycare center to include a child's perspective on daycare quality. It included two parts; the first part involved public managers, politicians, daycare managers, teachers and children (when the first picture is taken). In this part the children and their teacher talked about a day-trip to the woods and different experiences with animals, with nature and the children's interactions. This part took 20 minutes, and then the children left the room to join their parents and a teacher next door making pizza. The second part of the laboratory involved public managers, politicians, daycare managers and teachers (when the second picture is taken). This part started with the teacher and manager explaining their planning of these events, the educational theories and methods used, and the learning outcome for children. It was followed by group work concerning the impression of education quality of the participating actors, and idea generation for new quality-management methods.

Figure 1: A governance lab at a daycare



During the QMI work the partnership made repeated efforts to discuss and communicate the projects with others in the local areas, as well as nationally and internationally. From 2010-2012 they produced 5 newsletters publicly accessible at a project website (see the following website, although it is in Danish:http://www.bupl.dk/forskning/stoettede_projekter/bupls_forskningsprojekter/udvikling_af_nye_dokumentationsformer?OpenDocument). They also participated in international conferences such as the European Early Childhood Education Research Association. In 2012 they appeared at a yearly national congress on the policy area of children and youth, which provides a platform of stakeholders as an event offering discussion, networking and political agenda-setting (see the following website, although it is in Danish: <http://www.kl.dk/Tema/Bornetopmode/>). At each event a number of selected presenters present projects or initiatives through which to connect to other stakeholders. In one such presentation the partnership produced a conference backdrop to decorate the partnership's booth (see figure 2 below).

On the conference backdrop it says "Innovation partnership Pedagogical development laboratories New dialogues in the daycare area", and it provides images of different work situations in their collaborative governance work; showing stakeholders of daycare managers, professionals, parents, public managers, politicians and children together, and daycare managers ('leder') with children, public managers ('forvaltning') with children, daycare professionals ('pædagoger') with children, daycare professionals and managers, and researchers ('forskere') observing, writing and interviewing this work.

Figure 2: The conference backdrop of the partnership

([http://www.bupl.dk/iwfile/BALG-937GPZ/\\$file/Pixe_innovationspartnerskab.pdf](http://www.bupl.dk/iwfile/BALG-937GPZ/$file/Pixe_innovationspartnerskab.pdf)).



The conference backdrop portrays some of the aforementioned laboratories as a way of communicating the many work processes of local QMI projects. During 2012 the partnership made a particular effort to conclude and summarize results. In the last newsletter from August 2012, the different stakeholders are asked about their experiences and results. One of the department heads states that:

Traditionally, professionals account for their work in written reports, which the administration analyses and interprets before the politicians receive the material. Some information disappears in this governing chain of command and a discrepancy emerges between what the politicians receive and what actually happens in daycare practices. In the collaborative laboratories we see a far more authentic communication about professional daycare. As administrators and politicians we were told, face-to-face, about theories, methods and results by means of narratives, and we entered a dialogue that, among other things, enlightens the municipality about how to create a framework for good professional daycare practices. The alternative is that the various actors describe their efforts, goals and results. That might work, but it easily becomes just another piece of paper lying in a drawer.

Although the partnership of the QMI projects dissolved in 2012, the political committees in both municipalities decided to continue developing collaborative governance practices in relation to improving quality management in daycare. In a booklet from one of the municipalities they outline an index of ideas.³ These include:

- Revision of Child and Youth policy: inviting relevant stakeholders to parts of the policy development workshops.
- Designing new quality-measurement methods: using collaborative forums to expand the conception of 'measuring' quality.
- Qualifying new visions and goals in daycare: developing such visions by including relevant actors for idea-generation.
- Quality inspections: developing dialogic inspections through visiting daycare centers and finding themes for discussions to conclude on the inspection.
- Education plans: inviting daycare managers to political committee meetings to present and talk about quality in greater depth.
- Evaluation of education plans: designing a 'daycare marketplace' for all stakeholders to meet, reflect and discuss the quality of daycare work and thereby evaluate education plans collaboratively.

- Dialogue meetings between politicians and daycare boards: establishing smaller groups in workshops that are thematic and disregard financial issues.
- Daycare boards' developments: rethinking the use of boards through collaborative workshops.

With such idea-creations and the political decision to continue developing collaborative governance practices, the formal partnership ended in 2012. As a result of the partnership and more than 50 interorganizational collaborative events during the OMI projects, both municipalities initiated new projects to design and implement formal collaborative governance practices and events and thereby further develop the local daycare governance working methods. These decisions and the new projects are seen as a manifestation of an alternative to NPM practices of control and standardization. In the aforementioned article in a public management magazine called 'Danish Municipalities' (Jensen, Würtzen, Chrstensen & Egelund, 2013: 18) the mayors and union representatives conclude that:

The results from a two year partnership project indicates that there is a useful alternative to the governance form of New Public Management by organizing trustful dialogues between daycare teachers, politicians and administrations.

Over 2013-14 the local governments thus initiated further collaborative governance practices across the daycare sector, again both in small- and large-scale events. In both municipalities, one of the managerial consultants became a key figure in these new projects to design and implement collaborative governance. These included, among others, a number of interorganizational organizing team meetings, a number of cross-municipal network meetings, 5 dialogue meetings concerning new daycare policies, goals and endeavors, 5 daycare marketplaces to present, reflect upon and evaluate education planning, and a number of dialogic inspection events. These collaborative governance practices are described in table 2 (below).

Table 2: Local collaborative governance practices

Interorganizational organizing team meetings: managerial consultants and daycare managers participated. These meetings took place at the city halls. They were used for idea generation, to consider design and implementation issues, including hands on-discussions of existing and new quality-management methods.

Cross-municipal network meetings: managerial consultants participated. They took place at city halls. They were used for idea generation and the exchange of experiences, and to reflect on shared or different design and implementation issues, including hands on-discussions of existing and new quality-management methods.

Dialogue meetings for new daycare policies, goals and endeavors: politicians, public managers, daycare managers, daycare staff and parents participated. These meetings took place at local government premises. They included short presentations, group work in relation to different themes of a new national daycare policy.

Daycare marketplace: politicians, public managers, daycare managers, daycare teachers and parents participated. These events took place at city hall or other local government premises. They included two parts: one part of interaction in daycare ‘booths’; in which local daycare centers had decorated a small area with different media: videos, PowerPoints, photographs, music, backdrops, materials from the centers such as toys, natural materials, foods etc. The second part involved workshops in which local daycare centers presented, reflected upon, and evaluated their education planning to a greater depth with workshop participants.

Dialogic inspection events: daycare managers, teachers, public managers and children participated, and they took place in the local daycare centers. They involved two parts: one in which the public manager participated in the everyday activities in the daycare center in order to gain an understanding of the quality of real-time daycare practice; the other included a discussion based on the visit, in which the public manager along with the daycare manager considered discussion themes, on the basis of which the public manager summarized a quality inspection account.

At one of the marketplaces in September 2014, the political committee chairman welcomes all the participants (around 400) to the event and says:

This pedagogic marketplace is among other things replacing the yearly quality reporting, we politically receive every year. Earlier every daycare center wrote a quality report on how they worked with the educational plans. That went to the daycare department where it was condensed, then it was presented at a committee meeting. This offers the opportunity to see with our own eyes and have a dialogue and hear you talk about, what's going on in the daycare centers [...]. And that is indeed more interesting for us to experience in this way. It is a new way, a really good way. And it is really nice to see the continuing support to it. Furthermore, I think it is a unique possibility for the whole daycare area to inspire and share knowledge across contexts. You also have the opportunity to create networks, but you can also walk around and see how other daycare centers work with the action areas of the educational plans, which you can bring home and be inspired to further develop. I think that's partly the most important of this.

Through this, the politician stresses the significance of sensing how the quality of daycare work is performed - by seeing, listening and having dialogue with daycare managers and teachers. In contrast to earlier methods of predominately written quality accounts the politicians find this more 'living' method (as it is also referred to by the municipalities) as much more interesting and useful. She also foregrounds the potential of knowledge sharing. In figure 2 (below) marketplace booths are shown.

Figure 3: Daycare marketplace



The first photograph depicts a booth presenting education planning on creative expression through experiencing nature and everyday life. The daycare manager and teachers talk about the different things they have made with the children, how they have made them and how this supports the children's development and learning processes. Their talk refers to many materials; photographs; paintings, pieces of wood and leaves, painting tools, colors.

The other photograph in figure 2 shows a booth presenting the pedagogic work done with natural sciences in this specific daycare center; here they use natural (leaves, wooden sticks etc.), technological (computer), visual (videos and pictures) and textual (booklets) materials. The computer plays pictures and videos of daytrips to the woods, and the booth set-up is made from natural materials such as wooden cases, leaves, wooden sticks and plants. The posters contain pictures of animals from the woods such as birds and snails, and the text gives information on these. The teacher explains that:

We have a series of pictures on what we've done. We collected things in the woods, and we trained their motor function in the woods, and we have a wooden playground out there as well that we visit and do different activities on, right? And then we enjoyed the woods, right? Also that the kids have time to sit around and dig in the ground, right? Or play with a stick. You know it hasn't been that structured so there wasn't time to do what the children wanted. It is not just the politics of the adults. It's often that the plan of the adults overrule what the children want to do, right?

In this way she communicates a natural science project they worked on, their trips to a cabin in the woods, and the pictures and videos of the children learning to climb in trees, play with natural materials and get familiar with the changing seasons.

Summarizing notes

Accordingly, through the QMI work from 2010-2012 and furthermore by means of the formalization of developing collaborative governance initiatives and practices in the two municipalities from 2013-2014, a variety of quality-management methods emerge through interorganizational collaboration. All this include multiple communicative modes such as videos, photographs, storytelling and narratives, facilitated dialogues and workshops, walk-and-talks, informal and formal interactions and presentations and much more across the stakeholders in both municipalities.

During the cross-municipal network meetings the managerial consultants discuss and share how their local efforts are developing and received by themselves, politicians, daycare managers, teachers, parents, children and other colleagues and municipalities. They also share their ideas and concerns related to designs, results and implementation.

Both municipalities see great value in the collaborative governance practices developed, and both managerial consultants stress their conclusion of the work as producing better, more nuanced and authentic methods for managing and communicating quality in daycare. In particular, they stress that events like daycare marketplaces are considered a much more meaningful communication mode for quality management as it allows actors to share, discuss and reflect upon issues in relation to education planning, thereby elaborating and nuancing the initial quality account or presentation. Despite the fact that daycare staff reported that they spend more time on writing, planning and reflecting, it makes more sense to them in relation to daycare marketplaces.

As such, both local governments find that the collaborative governance practices have the intended effects and thus as the being a positive result of the various QMI projects started in 2010. However, both managerial consultants also stress that developing such more collaborative forms of governance and sustaining their value-creation and use in a busy, goal-oriented, public management reality is challenging. In the network meetings they discuss this in relation to other public management tasks and for having sole responsibility for developing collaboration:

Managerial consultant A: that's the other part - you know on one side these quality-measurement methods, which count the old model that I don't really appreciate, and then there's the opposite in this way, more diffuse, in which case I am more fumbling and it is frustrating, but also much more interesting. So I think that says a lot, that shows where we are [...] and the problem in our municipality is that this project is on my table. It succeeds or fails with me. Except for the two daycare centers where it is already working. No doubt about that, they are really, really happy. But in relation to implementing it in the local

government, here it's me. I have to find a way. And I think it is tough. And I think it is a pity. That's also why I looked forward to seeing you today, right?

But also in relation to anchoring and finding support from other stakeholders:

Managerial consultant B: and it is interesting, because I don't think I had the support from the new head of division or chief executive, if none of the politicians had pushed for it. The three politicians who were in the projects, they push for the formalization. They ask: "how far are you? When are we implementing it? We need to include it in the new initiatives", because we have started another big innovation project at the moment on the future daycare in our municipality, and they want to make sure that this is part of that. And that's great! I think it is great because I have fought a one-man-army concerning this enrolment for a while, and if they weren't there to push right now, I don't think it would get any attention.

Therefore, although the QMI work, and the further initiatives and practices of collaborative governance in the two local governments are considered successful, this also challenged the actors included, and, in particular, the public managers with the managerial responsibility to design and implement them, the complications of which I explore further in the remainder of the dissertation.

Endnotes

³<http://www.google.dk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CCAQFjAA&url=http%3A%2F%2Fwww.frederikssund.dk%2FRenderers%2FShowMedia.ashx%3Fid%3D30D5DCD5-C28E-45C1-94B1-B4ABFA951030&ei=ilhUVazHJ4KjsgGb64DwBA&usg=AFQjCNF3y9m-Kjd9o-2os54R3d4Tlc8Yaw>. See page 2.

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Chapter 3

Literature Review: Collaborative Governance in Theory and Practice

The purpose of this chapter is to review the literature on collaborative governance describing existing definitions, understanding and challenges identified in relation to its management and organization. This is conducted in order to position the present study in relation to this. The literature searches showed multiple studies on collaborative governance with various interests and theoretical foundations – some are concerned with political tendencies and general societal issues, while others work to establish a new research area by developing models and concepts, including studies analyzing and discussing the processes and practical implications for managers and organizations.

The review shows that across the literature it is acknowledged that, when interorganizational collaboration becomes a central means of governance, the social interactions and relations within the collaborations become crucial factors to consider in the study of its conduct, management and organization. It is through the social interactions within and across collaborations that both potential solutions and problems are created – a built-in complexity which challenges the managers since they are expected to manage and organize the processes. This complexity and its managerial challenges in terms of dealing with social dynamics, power relations, interest-conflicts and competing goals are recognized in the literature, but nonetheless often captured in a single or few boxes within general models (Ansell & Gash, 2008: 550; Emerson, Nabatchi & Balogh, 6; Ansell & Torfing, 2014: 14; Johnston, Hicks, Nan & Aurer, 2010: 702), and conceptualized as part of the new managerial role of facilitating and organizing interorganizational collaborations and networks (Silvia, 2011; Weber & Khademian, 2008; O’Leary & Vij, 2012; Huxham, Vangen, & Eden, 2000). As such, the new features are identified in models and their operationalization ascribed within management concepts of process facilitation and organizational design, which restores the manager in a central position.

This position, however, is not static in a formal hierarchy, rather it leaves the manager in an unstable position - with the responsibility to manage by facilitating collaborative relationships and by organizing collaborative design and implementation processes, alongside other public management work. As such, the destabilization of familiar roles and work procedures causes renegotiations of

concerned actors' roles and organizations' interests and goals, making communication and discursive aspects critical to consider. However, these aspects are largely overlooked in the literature (Purdy, 2012), and so the discursive struggles over the meanings and matters of new roles and the complicated new organizational features and processes are unexplored in greater detail; how public managers make sense of such challenges and how this constitutes particular realities are not given sufficient attention. As it is, the conceptualizing of communication and discursive aspects is under-developed, and so I argue that the study of collaborative governance will gain from theorizing and exploring the complex communicative constitution of new roles in relation to managing and organizing this kind of practice.

This argument relates to a few studies on collaborative governance concerned with managerial challenges in terms of social dynamics, management tensions, ambiguity and power (Purdy, 2012; Vangen & Winchester, 2013). They seek to unravel problems of, for example, diversity management in multi-actor processes or the effect that discursive power may have in process facilitation through practice-based theorizing and multi-dimensional frameworks. But even though they argue to turn to practice, to in-situ communication and discourse to advance theory and discuss practical implications, they do not elaborate on the significance of communication and discursive theorizing thoroughly. Nonetheless, the challenges of managing interorganizational relationships and of organizing collaborative governance practices are critical matters for managers to deal with, which is all the more reason why we need to study the discursive struggles over meanings and matters significant to realizing this kind of governance, and thereby refine our understanding of such. The research position developed in chapter 4 theorizes and explores perspectives on organizational discourse and communication, and thereby offers analytics and methods that extend the existing conceptualizing and unpacking of the challenges emerging from this kind of governance in practice.

In the following sections I first look into studies that show collaborative governance as a field and new practice by defining it and building models. Then I turn to the managerial implications that these studies argue for, and their conceptualization of the new role of managers. Next I discuss the challenges to be dealt with in practice in

relation to a stream of studies that theorize and unpack this complexity. In conclusion, I stress the potential of expanding the scope of this research field by means of organizational discourse studies concerned with managerial identity, collaboration and organizational change. It is at this intersection that present study positions itself and develops its approach. This review is based on literature searches; in chapter 5 I argue for the methodological considerations of these searches and the composing of the review.

The field of collaborative governance – definitions and models

As noted in the previous chapters, the empirical phenomenon of collaborative governance can be seen as part of a paradigm shift between or co-existence of new public management and new public governance discourses in contemporary society - and that in some studies this is addressed in relation to more general issues such as administration reform, policy innovation, public value etc. (Newman, Barnes, Sullivan & Knops, 2004; Hartley, Sørensen & Torfing, 2013; Christensen & Lægreid, 2011; Osborne, 2006; Ferlie, Hartley & Martin, 2003). My initial literature searches showed several studies that locate issues of collaborative governance, cross-organizational or interorganizational collaboration and networks in a more general discussion of new features and discourses of public governance characterized by ‘hybridity’ and ‘complexity’ (Christensen & Lægreid, 2011; Andersen & Sand, 2012; Teisman & Klijn, 2008) or ‘pluricentric coordination’ (Pedersen, Schested & Sørensen, 2011). These studies examine some of the overall themes and problematics discussed in the public management field, and have therefore been useful to me in the framing of this dissertation – to construct the empirical phenomena and problems of the public manager in collaborative governance studies and to demarcate my position in relation to them.

A stream of studies approach collaborative governance as an empirical phenomenon on its own terms, but also in need of further theoretical conceptualization and practical improvement (Ansell & Gash, 2008; O’leary & Vij, 2012; Emerson, Nabatchi & Balogh, 2011; Bingham, Nabatchi & O’leary, 2005; Skelcher & Sullivan, 2008; Skelcher, Mathur & Smith, 2005). These studies discuss how to enhance

collaborative governance theory and practice by stronger common definitions, frameworks, models and evaluative or test criteria. In the next section I will foreground four articles that seek to frame the field – and hereby create an overview of the various definitions and concepts flourishing in the theorizing of this field.

I start with a recent piece of work by Ansell and Gash (2008) that is often referred to as offering one of the first definitions and the most sophisticated model of this kind of governance practice (Johnston, Hicks, Nan & Auer, 2010). This work is based on a literature review and meta-analysis of 137 cases; it starts by referring to empirical tendencies of collaborative modes of governing in contemporary society and a need to theorize such developments. Ansell and Gash (2008: 544) define collaborative governance as follows: “A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”. Here they argue for six characterizing features: the initiating role of public agencies, the inclusion of non-state actors, the shared decision-making, the formal organizing, the aim of consensus, and the collaborations concern of policy or management issues. They use these features as a definition to demarcate the phenomena of ‘collaborative governance’ from other forms of public management. The term of ‘governance’ is conceptualized as the laws, rules and practices involved in collective decision making with regard to public goods, and ‘collaboration’ as collective work between public and private actors. Through a contingency approach they develop a model of collaborative governance, including: four variable starting conditions, institutional design, facilitative leadership and collaborative processes (for details see Ansell & Gash, 2008: 550). They conclude by stressing that this contingency model of cause-and-effect relationships is a work in progress and needs further empirical testing and theorizing.

A few years later Emerson, Nabatchi and Balough (2011) published an ‘integrative framework’ in which they argue for a broader definition as: *“the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or*

the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished” (2011: 2, original emphasis). They consider this necessary in order to include emerging forms of ‘cross-boundary’ governance, which they elaborate with terms like multi-partner, joined-up and hybrid organized arrangements, not necessarily between public and private actors. Instead of a model, they develop a framework consisting of three dimensions comprising the general system context, the collaborative governance regime, and collaborative dynamics and actions (Emerson, Nabatchi & Balough. 2011: 6). In the argument developed they integrate existing collaborative governance theory with new observations on the variables, their interaction and effects on events and outcomes. Like Ansell & Gash (2008), they conclude by stressing their conceptualization of such causal mechanisms as a working model in need of further validation.

The following year an article by O’Leary and Vij (2012) reviewed literature on interorganizational collaboration in public management by questioning where this field has been and where it is going. This study outlines a number of issues, concepts and ideas which include multiple definitions, organizational changes demanding collaboration, interdisciplinary issues, management challenges, paradoxes of autonomy and interdependence, collaborative considerations, individuality, leadership challenges, weaknesses in research and the missing link between research and practice (O’Leary & Vij, 2012: 508-517). Unlike the two previously mentioned articles, this article uses the term ‘collaborative public management’, rather than ‘governance’ in their definition which is adopted from Agranoff & McGuire (2003). In so doing, they stress that: “Collaborative public management is a concept that describes the process of facilitating and operating in multi-organizational arrangements to solve problems that cannot be solved or easily solved by single organizations. Collaborative means to co-labor, to achieve common goals, often working across boundaries and in multi-sector and multi-actor relationships. Collaboration is based on the value of reciprocity and can include the public” (O’Leary & Vij, 2012: 508). Like Ansell & Gash (2008), they stress the central role of the public agency, but like Emerson, Nabatchi and Balough (2011) they do not rely on private or public participation. In continuation of this definition they discuss the aforementioned points and call for agreement on definitions, on pressing challenges

and research questions, on theoretical models of behavior, and on measurement criteria.

Most recently, Vangen, Hayes and Cornforth (2014) reviewed the literature on 'collaborative governance' and inter-organizational collaboration. They identify a contrast in the literature between studies of collaborative governance and governing collaborations – where the former studies: “describe new patterns of government and governing” (Vangen, Hayes, & Cornforth, 2014: 3). In the former case a deliberate choice to use interorganizational collaboration for public policy or public management purposes is made, whereas in the latter case they are merely concerned with the governance of collaboration – which is not necessarily initiated by public agencies. They identify two definitions, in which 'collaborative governance' defines a mode and means of public governance, and 'governing collaboration' is a practice focused on a common goal, but which is not necessarily initiated by public organizations. However, they also identify key components across the two streams as common issues of organizational design and implementation, but which are handled differently (Vangen, Hayes, & Cornforth, 2014: 7). These issues regard stakeholder-inclusion, decision making, power, trust/distrust, goals and values, leaders and accountability. Thus, by contrasting different interests in collaboration within governance literature, the authors demonstrate how different approaches are contrived using the same components. With their own theorizing of 'governing collaboration', they conceptualize a model of structures, processes and actors. Hereby they argue to dislocate the focus from policy and public management issues to the complexity of social dynamics, competing governance logics and management tensions in play, when studying and informing the managing and organizing of collaborative processes in practice.

In the literature on collaborative governance there is a common interest in establishing a research field of the empirical phenomena recognized as interorganizational collaborative initiatives and practices across formal and informal organizational boundaries. However, the studies are not in agreement with regard to demarcations and to what extent they include/exclude each other. Some of the more excluding definitions (Ansell & Gash 2008, O'leary & Vij, 2012) argue to unify the

studies by general concepts and models, while other more inclusive definitions, hold that various forms of collaboration in governance may be of interest, and build in room for maneuvering within their frameworks (Emerson, Nabatchi & Balough, 2011; Vangen, Hayes & Cornforth, 2014; see also e.g. Purdy 2012). Despite these differences, they all work to enhance both theory and practice by developing models; however, the assumption of cause-effect-causality differs as does the emphasis on further advancement by theory-testing. With regard to these latter two points, the study of Vangen, Hayes & Cornforth (2014) differ from the other studies – as these scholars, along with other studies highlighting complexity as constitutive (e.g. Huxham & Vangen, 2000; Vangen & Huwham, 2011; Vangen & Winchester, 2013; Purdy, 2012) stress the highly dynamic aspects of social processes, competing governance discourses, power relationships and tensions. They still produce frameworks in models, but instead of boxing social dynamics like ‘interaction’ or ‘dialogue’ in a causal relation of a larger framework, their modelling seeks to unpack the dynamics of such boxes by looking at e.g. management tensions or different forms of power.

Due to my interest in the literature’s conceptualization of collaborative governance and the theoretical and practical constitution of the phenomena of ‘the manager’ and ‘the organization’, I see the multiple definitions as co-existing readings of empirical phenomena alike. I see the definitional differences mostly concerned with whether or not a public agency is taken to be initiating the arrangement or not in order to be categorized as ‘collaborative governance’. In this regard I see collaborative governance as emerging initiatives and practices, in which a deliberate choice to use interorganizational collaboration for public policy or public management purposes is made – and thus it must at least include public organizations, but it may not be initiated by them. Therefore, I agree with the latter study’s demarcation (Vangen, Hayes & Cornforth, 2014) – and in my study I particularly refer to collaborative governance theory as studies that see the participation of public organizations as defining.

The new role of the manager in collaborative governance

Common in the collaborative governance literature is that collaboration denotes social work processes involving diverse actors from across different work contexts and implies ambitions of exploring the means and exploiting the potentials of this collaboration amongst participants and their negotiations of roles, contents and outcomes. This kind of governance practice is obviously not easy to achieve, which is why the managers become central actors and many scholars work to describe, prescribe and discuss the new managerial skills required, and the organizational design and processes which could optimize this governance potential. A significant amount of studies thus look into the new role of managers and the significance they have in enabling such form of governance (see e.g. Agranoff, 2006; O'Leary & Vij, 2012; O'Leary & Bingham, 2009; Silvia, 2011; Weber & Khademian, 2008; Munro, Roberts & Skelcher, 2008; Johnston, Hicks, Nan & Auer, 2010; Raelin, 2012; Huxham & Vangen, 2005; Vangen & Winchester, 2013). In general these studies argue that the new practices and processes of collaborative governance function by other means than top-down management, and they formulate new 'best practices' and management concepts.

In a special issue on collaborative public management in *Public Administration Review*, Agranoff (2006) calls for advancing the understanding and conception of "how public networks are organized and how they are managed" (Agranoff, 2006: 56). He outlines ten lessons for public managers, suggesting that they pay attention to points such as the co-existence of collaboration and other management 'vehicles' such as hierarchical structures, the importance of public value creation to involve others, the collective structuring, organizing and knowledge-sharing, and conflict and power issues. Thus the study seeks to explain and help public managers with 'managing complex partnerships, with blurry boundaries' (Agranoff, 2006: 59).

In similar terms Silvia (2011) considers existing management concepts related to collaborative governance. He argues that much work has been done at a so-called 'network-level' referring to research constructed on a meso- and macro-level. He stresses that: "The shift to collaborative arrangements to deliver services has changed the job of public administrators who now find that they are working in and leading

networks (Kettl 1996). Because managers in networked settings do not supervise, traditional management and leadership techniques are often not appropriate in the collaborative setting. As a result, public sector management in the twenty-first century will need to better understand the skills, processes, structures, tools, and technology needed for working across organizational boundaries” (Silvia, 2011: 67). For that matter he argues that further research is still needed, but he also makes an effort to start this by highlighting concepts of activation, framing, mobilizing and synthesizing to offer insights for new ‘best practices’ of the managerial role in collaborative governance.

Other studies make a case of defining not just the new organizational structures and environments to be managed, but also what skills the managers need to do so and, thus, who the managers must become. In the aforementioned study by O’leary and Vij (2012), managerial paradoxes frame a set of demands for the manager to meet: they must work with both autonomy and interdependence, with both common and diverse goals in the collaboration, and with being both participatory and authoritative. They conclude that such paradoxes are to be accepted, embraced and transcended, but how is not unfolded further. Another effort is made by Weber and Khademian (2008), whom argue for the necessity of a collaborative capacity builder. They conceptualize the mind-set of the collaborative capacity builder as significant to the manager of collaborative networks, and it involves the following: a commitment to governance with government, to govern within the rules yet think creatively, to networks as mutual-aid partnerships, to be open to informal managers, to understand the entanglement of performance and accountability in wicked problem settings and to the collaborative process (Weber & Khademian, 2008: 341). They also remind public managers that, if they are not in a position to become a collaborative capacity builder, they must nurture or discover somebody else to do so through facilitating collaborative capacity, stressing their role as facilitator.

The manager as a facilitator of dialogue is suggested in a recent study by Raelin (2012: 819) in order to foster “critical and collaborative engagement”. Although this article doesn’t conceptualize the manager as facilitator by exclusively locating itself in the collaborative governance literature, it relates to it by discussing the new role of

the manager: to establish inclusiveness in dialogues and ensure legitimate democratic participation. With such ambitions, Raelin (2012: 826) conceptualizes: “The adoption of an alternative role that empowers others likely requires an individual agency that in turn harnesses the agentic capacity of others to serve goals that lie beyond self-interest and that result in an intersubjective collaborative process”. Alongside this, Raelin offers a set of norms and criteria of authenticity and fairness by which the manager may seek to enact the role of facilitator of emancipatory dialogue for collaborative action.

In the literature on managing collaborative governance the relational aspects are stressed, often as opposed to formal power structures and roles in hierarchical settings, which is denoted as, for example, command-and-control management (Raelin, 2012: 818) or hiring and firing power (Silvia, 2011: 67). Instead, the manager becomes the one to ‘build’ and ‘facilitate’ collaborative governance relationships and organize their processes, a position concerned with ‘people-oriented behaviors’, as Silvia (2011) puts it. As such these studies embed the public managers in collaborative networks and identify the new organizational design features for such actors to manage by conceptualizing new roles for them to play. Thereby, the public managers are reinstated in a central, but unstable position in the mix of collaborations alongside other already existing more hierarchical governance forms and managing roles. In this position the managers have the responsibility to manage by facilitating collaborative relationships and organizing collaborative processes by designing. But how managers deal with the challenges of changing roles to become facilitators in practice, and with the complications of organizing collaborative processes and outcomes alongside other public management practices, are not given a great deal of attention.

Managing and organizing practices: socially dynamics, tensions and powers

As shown, the literature develops new organizational models and managerial roles to improve collaborative governance theory and practice. In so doing they stress the challenges implied, as the social interactions and communication within and between

collaborations become the potential source of both solutions and problems. As such, the challenges of social dynamics and stakeholder-relationships to managing and organizing this form of governance are critical issues conceptualized in the literature. However, considering the central role that communication plays within collaborations, as well as the importance of the meaning making of public managers as they undertake new roles and organize new collaborative designs, both communication and discursive aspects are critical, however under-explored matters.

Therefore, I will argue that the understanding of collaborative governance and in particular the issues of managing and organizing such governance form in practice gain from studying its discursive aspects. This can help exploring meanings and matters of particular challenges that emerge as crucial to practice, and thereby possible struggles over meanings as managers undertake new roles and new ways of organizing and thereby facilitating new interorganizational relationships. Furthermore, it can help elucidating the significance of actors' communication and interactions within and in between collaborations regarding issues such as stakeholder-inclusion, decision making, power relations and trust-distrust. As such, challenges emerging in the practices of managing and organizing become the central matters to explore further, how they are communicated and affect collaborative governance actors, practices and outcomes. The scope of this will be argued and unfolded further in the remainder of the dissertation, for now I will relate it to the literature.

A few studies on collaborative governance are particularly concerned with understanding its complexity – not by reducing it, but by discussing it as managerial challenges in terms of social dynamics, management tensions, ambiguity and power (Huxham & Vangen, 2000; 2005; Vangen & Winchester, 2013; Purdy, 2012; Karlsen & Villadsen, 2008; Metze, 2009; Brown, 2009; Pedersen & Hartley, 2008). They seek to unravel problems of, for example, diversity management in multi-actor processes or the effects that discursive power have in process facilitation and designing through practice-based theorizing and multi-dimensional frameworks To become the facilitating manager and to organize collaborative designs involves dealing with tricky multi-actor and multi-interest processes working towards

unknown outcomes (Vangen & Huxham, 2011). Therefore, the complexity involved in the making of such a form of governance, is not to be reduced in the theorizing and practice-engagement, but rather to be conceptualized and analytically unfolded through exploring specific empirical realities (Huxham, Vangen, & Eden, 2000).

I echo these studies in their interests in the complex challenges of collaborative governance in terms of socially dynamic tensions and power - matters considered more complicated than theorizing new concepts to be applied in practice. In particular, their conceptualizations of management tensions, tangled webs, and discursive power are interlocking points of interests, so before I argue for my approach in further detail (see chapter 4 and 5), I will elaborate a little more on these points.

Social dynamics are stressed as constitutive to collaborative governance, in particular by studies that refer to Huxham and Vangen (2000; 2005). Their work is practice-based theorizing (their term, see also Huxam, 2000; Vangen & Huxham, 2011, Vangen & Winchester, 2013; Vangen, Hayes & Cornforth, 2014) stemming from action research in which the scholars have developed theory of managing and organizing collaboration in tensions of ‘collaborative advantage-collaborative inertia’ (Huxham & Vangen, 2005). The theorizing entails conceptual unfolding of constitutive elements emerging from studying collaborative practices. Their interest is to understand the tensions between gaining full potential of interorganizational collaboration (the purpose for managers and organizations to pursue collaboration about common problems) on the one side, and on the other facing problems, frustrations and inefficient collaboration. A range of articles conceptualize various socially dynamic tensions to demonstrate the challenges of managing and organizing collaboration, whereby these scholars emphasize the ever-changing vitality of such governance endeavor in practice. In an earlier piece (Huxham & Vangen, 2000), the ambiguity and complexity of membership is highlighted as significant constituents that challenge interorganizational collaboration, because it will never be a clear and simple entity. Thus the nurturing processes of facilitation are seen as never-ending relational practices.

More recently, they explore the challenges of managing collaborations by conceptualizing it's organizing as a tangled web of goals (Vangen & Huxham, 2011: 757): "The goal paradox may not be the most comforting of concepts as it recognizes that there will be underlying tensions and that managerial responses need to incorporate these. Consistent with both the theory of collaborative advantage (Huxham and Vangen 2005) and theory of paradox (Smith and Lewis 2011), there will be both positive and negative sides to alternative ways of addressing goals. The tangled web suggests that any managerial mechanism seeking to integrate congruent and diverse goals in collaborations should emphasize acceptance of the paradox and its inherent tensions rather than seeking resolutions free of any compromises or trade-offs". By stressing this tensional nature they offer insights for reflective practice rather than guiding actors that are engaged in interorganizational collaboration.

In another article, the notion of management tensions is outlined further (Vangen & Winchester, 2013). Management tensions are conceptualizations of the manager and managing practices as working through tensions of e.g. diverse organizational cultures, diverse actors and interests. With this concept this study explores the challenges following a so-called culture paradox - when the diversity of stakeholders may both cause success and conflicts in collaborations. As such, they stress how the multiplicity of diverse actors and contradicting, even competing goals and logics complicate the manager's work to establish and facilitate those processes. The use of tensions highlights the constitutive complexity of diverse actors and interorganizational relationships to managing and organizing collaboration. The point is that managing collaboration is not about assuming that a manager has the power to steer it; it is more about acknowledging its intrinsic paradoxes (e.g. that the same collaborative resources can cause problems and generate solutions) and approaching these as they emerge when culturally diverse actors work together. Because they are seen as active resources in joint problem-solving: "We suggest, however, that management practice should not be constrained by such rigid evaluations but embrace the culture paradox at the heart of our account. In doing so, responding to these tensions necessitates adopting practices and interventions in a context specific manner and monitoring, adapting and refining practice throughout the life of a particular collaboration. Hence managers operate through tension as they seek

collaborative advantage.” (Vangen & Winchester, 2013: 703). This inspires present study to approach managers – and their new role through managing practices involving empirically embedded tensions.

Alongside the theorizing of tensions emerging from social dynamics, power is also seen as a constituent in collaborative governance; however, it is argued that “little theory exists to guide conveners, participants, and researchers in understanding how power shapes collaborative processes and outcomes. Huxham and Vangen note that, “there is no coherent body of literature on power in collaborative settings” (2005, 174)” (Purdy, 2012: 410). Contrary to the hierarchical power structures traditionally seen as dominant in public management (Pedersen, Sehested & Sørensen, 2011; Silvia, 2011; Raelin, 2012), the power conceptualized in collaborative governance theory concerns the more networked, relational governance form enacting ideals of sharing definitional power, the right to speak and participatory opportunities to affect local management developments and policy innovation (Purdy, 2012; Huxham & Vangen, 2005; Karlsen & Villadsen, 2008; Ansell & Torfing, 2014). This means that formal power structures of authority in hierarchy are not necessarily dominating, but co-existing with the powers of social dynamics and communication, which then become forces by which this form of governance works to define roles, meanings, practices and outcomes.

In particular, Purdy (2012), referring to Hardy (1994), and Hardy and Philips (1998), makes an effort to reframe power in the study of collaborative governance, and discuss its managerial and organizational problematics. In her framework, she describes three arenas of power, namely formal authority, resources and discursive legitimacy. She explains that these are not static and separate entities, but work dynamically through the enactment of participants, process design and content. In that sense discursive power is central, it is conceptualized as the production of legitimacy and meaning, a form of power produced and negotiated through the connotation and enactment of values and norms of social relevance with constitutive effects on the managing and organizing of collaborative governance (Purdy, 2012: 677). She builds a framework in which multiple dimensions of power can be studied in continuous analyses, but also calls for further theorizing of discursive power. In

conclusion she stresses that: “The elements of power in a collaborative governance process are often intertwined, as when a participant uses discursive power to challenge the authority of the convener to establish the process design. Such a move might result in a negotiation that changes the structure of meetings, participation, or the availability of resources to participants. Because power is an emergent phenomenon that is shaped by interaction, the static representation of power in table 1 is limited in its ability to describe ongoing power dynamics in a collaborative governance process” (Purdy, 2012: 416).

Likewise Karlsen & Villadsen (2008) argue that: “Contrary to hierarchical ways of exercising power dialogue technology is a form of power that not merely fosters capacities in the ‘superior’ but also in the ‘subordinate’ [...] In so far as patients, social clients and employees are constructed as legitimate speakers, as knowledgeable in relation to cure, integration, and leadership issues, this new right to speak may dislocate or open up relations of power. How specific agents may utilise new capacities and possibilities, and with which effects, however, cannot be determined a priori or ‘from outside’, but must be examined in each particular organisational domain.” (Karlsen & Villadsen, 2008: 360). As such, these scholars note the significance of discursive power to collaborative governance practices. This raises critical issues of power in relation to its discursive production and how this comes to affect the managing and organizing collaborative governance. In the literature power elements are seen as intertwined, as negotiable and emergent and as shaped in interaction. Nonetheless, the conceptualizing of discursive aspects and communication in relation to producing power within this form of governance practice can be unfolded further.

Summarizing notes: positioning present study

In the beginning of this chapter we saw how theories of collaborative governance define it as a concept of government approaches to stakeholder-involvement in local problem-solving and how they build general models and criteria to be tested. Then we looked into how this kind of governance affects the theorizing of managers, their new roles and practices. These, too, are embedded in interorganizational

collaborations but still expected to manage and organize such practices, however, not by the more hierarchical roles and chain of command, but now by becoming capacity builders who manage by facilitating and designing new collaborative relationships and work procedures. However, the challenges of this are left to be dealt with in practice – a problematic that a stream of studies is particular concerned with. They argue to enhance the understanding of collaborative governance through unpacking its socially dynamic complexity and its managerial challenges in notions like ambiguity, tangled webs, management tensions and power.

But even though such challenges are acknowledged across the literature, and by some theorized, the idea of managing such governance practices by facilitating and organizing collaborative designs permeates much of the conceptualizing visualized in models and concepts, despite the built-in complexity. The weakness of a too simple or static conception of power has already been pointed out by Purdy (2012), along with the need to strengthen the conceptualizations of relations between power, discourse and practice. She argues that her power framework can be deployed multiple times, but, as noted by herself and others (Huxham & Vangen, 2005; Karlsen & Villadsen, 2008; Brown, 2009; Metze, 2009) multiple and changing forms of power are in play in collaborative governance practices. Therefore the conceptualizing needs to address multiple dimensions. However, the existing theorizing of power in relation to communication and discourse - and the ways in which these aspects affect practices of managing and organizing collaborative governance, can be refined.

Present study positions itself in relation to these studies. It shares the existing interest in the challenges, which collaborative governance theory identify as confronting the public managers' practice in terms of complexity, paradoxes, socially dynamic tensions and discursive power relations. Following these, I argue to dislocate the focus from general models and managerial concepts to the constitutive dynamics and effects emerging through the social interactions and communication associated with managing and organizing this form of governance. Although communication and discursive aspects are critical to collaboration, they are nevertheless under-theorized matters that need further consideration to explore novel facets of collaborative

governance practice and thereby refine its theory. From this position, I will therefore argue to expand the research scope to include communication and discursive aspects in greater detail and by means of more nuanced conceptualizations. This entails questioning the formation of roles, of managing and organizing practices in dialectic movements between conceptualizing and analyzing empirical data, and thereby exploring new understandings and shedding new light on this kind of governance practice and its emerging phenomena.

My ambition is to extend the theorizations of such governance practice and the challenges involved in managing and organizing it - not by developing new models or management concepts, but by expanding existing conceptualizations and adding insight on social dynamics and power through elaborating perspectives on organizational discourses. This, I argue, will help to hone our understanding and exploration of the problems emerging in relation to managing and organizing collaborative governance in practice. In this regard, I will grapple further with unfolding the challenges of creating and making sense of new managerial roles and the complicated organizing processes of collaborative governance, both of which are critical matters for managers to deal with in practice, and therefore implications that we need to theorize and unpack in greater detail. A lot more can be learned about these issues by engaging further with them as they crystalize into specific managing and organizing practices.

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Chapter 4

Theoretical Inspirations & Analytical Strategy

This chapter presents the analytical strategy composed for this study and the theoretical inspirations I draw on to do so. To develop one's approach through elaborating an analytical strategy and theorizing phenomena is an epistemological stance. Hereby, the researcher acknowledges her/his work as compositions: "of a strategy that addresses how the epistemologist will construct the observations of others – organizations or systems – to be the object of his own observations in order to describe the space from which he describes. From an epistemological point of view the perspective constructs both the observer and the observed. Hence analytical *strategy* as a way to stress the deliberate *choice* and its implications, and to highlight that this choice could be made differently with different implications in respect of the emerging object" (Andersen, 2003: XIII, original emphasis). Therefore, this chapter will argue for certain choices central to developing an analytical approach at the intersection of collaborative governance theory and organizational discourse studies.

The previous chapter found that when collaboration becomes a mean of governance the managers are challenged by the complexity of social dynamics and power relations of collaboration. The literature conceptualizes such complexity to be part of larger organizational systems and depicts it in general models with boxes and arrows of causal dynamics. In some studies it becomes managers' new role to realize the models and their challenges (Ansell & Torfing, 2014; Silvia, 2011). However, those challenges imply more complicated issues than applying new concepts to practice, and thus other studies argue for unfolding the socially dynamic tensions and power relations of such issues (Purdy, 2012; Vangen & Winchester, 2013). They see such aspects as producing both potentials and problems, and they argue for practice-based theorizing of management tensions and multi-dimensional frameworks of power. Thus, the understanding of causal dynamics is altered, although only by a few, and even though they argue for turning to practice, to interaction and discourse, the theorizing of communication and discursive aspects in collaborative governance is under-developed. Consequently, discursive struggles over meanings and matters significant to managing and organizing such governance practice are unexplored in greater detail.

The abovementioned studies focusing on challenges in terms of tensions and power are points of interlocking interests, and likewise, I will approach challenges of collaboration not as matters that managers can solve per se, but as problematics emerging through complicated constitutive dynamics that affect the manager (and others involved) and the organizing of this kind of governance practice. The analytical strategy composed in the following by means of organizational discourse perspectives allows me to explore such problems as emerging through discourse and related social and material practices and thereby producing specific constitutive effects on the conduct of such form of governance – in this case, in the Danish daycare area. As will be argued in the next sections, the analytical strategy foregrounds two conceptualizations framing the study of managing and organizing: a) subjectification processes and the positioning of managers and b) text-conversation dialectics and meaning negotiations in organizing. Hereby, the interest in phenomena such as the “manager” and “organization” is dislocated from management concepts and general models, to the discursive constructions of such phenomena and their problems in relation to such governance practice.

So even though managers are usually seen as privileged agents who manage and organize others’ work, the idea of autonomous agency is contested (Thomas & Davies, 2005; Alvesson, 2010). Instead the role of managers is seen as constructed through their positioning in subjectification processes, which entail struggles of identity and agency. This means that managers are approached as both discursively produced and producers (Bergström & Knights, 2006; Davies, 2006). Likewise, the organization of such form of governance is seen not as a pre-existing entity or model to be operationalized, but as accomplished through complex communicative processes of text-conversation dialectics and meaning negotiations (Hardy, Lawrence, & Grant, 2005; Koschmannn, Kuhn, & Pharrer, 2012). This foregrounds the communication (broadly speaking) through which the manager is positioning and negotiating meaning and matter with other actors to create collaborative governance practices, their relationships, and their organizing (Fairhurst & Grant, 2010; Grant & Marshak, 2011; Ashcraft, Kuhn, & Cooren, 2009; Kuhn & Putnam, 2014). In this sense, discourse comprises communicative interactions of both social and material

practices, and thus both human and non-human actors co-produce and are affected by such constitutive dynamics.

In the following, I will shortly outline basic inspirations and current discussions in organizational discourse studies that have affected present analytical strategy. This leads to specific theoretical choices and their conceptualizing of central phenomena to this study. Then I will specify my strategy by unfolding the analytical concepts of subjectification processes, including positioning, and text-conversation dialectics, including meaning negotiation. This, I argue, help me to develop a complex-sensitive approach inspired by organizational discourse studies, with which I will contribute to theorize and explore challenges of managing and organizing collaborative governance practices further. I will attend to the implications for methods of this approach in the next chapter and demonstrate its potential in the articles.

Organizational discourse studies – basic inspirations and debates

The interest in discourses and their constitution of organizational phenomena has intensified within the past 30 years in organization and management studies (Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014; Reed, 2006; Grey, 2007; Cunliffe, 2009), although these still form a fairly marginal research stream (Hardy & Grant, 2012). This follows a turn to language emerging across the humanities and social sciences in the 20th century: “In organization and management theory, this [linguistic turn] led to an appreciation and interest in the social construction of organizations and in all the related issues of power, knowledge, and meaning that lie at the core of organization studies. Instead of a view on language as a conduit for communication, language becomes something much more complex and dynamic. It becomes an arena where organizational members communicate, while simultaneously providing a space for the processes of organizing upon which organizations depend” (Philips & Oswick, 2012: 441). This understanding of language, and of communication (as more than linguistic interactions), as constitutive of the social world has been central to incorporating social constructionist and poststructuralist epistemologies into the study of management and organization (Grant, Hardy, Oswick, & Putnam, 2004; Fairhurst & Grant, 2010; Jones, 2009).

As a result, organizational discourse studies is considered a flourishing, “plurivocal” field (Hardy & Grant, 2012; Philips & Oswick, 2012; Hardy & Grant, 2012; Fairhurst & Putnam, 2014). Although this field comprise a multi-facetted body of knowledge, it is demarcated by somewhat common interests in challenging “the commonplace assumption that causal forces are rooted in either ‘subjective’ or ‘objective’ features of the social world – indeed, they reject the dualism of subject and object and assert that experience is not best understood as a psychological phenomenon. They argue instead that the processes of meaning formation that produce social reality are already linguistically conditioned and, thus, that our experiences of subjects, objects, contexts and organizations can never be separated from language and the power relationships embedded in it” (Kuhn & Putnam, 2014: 414). This stresses an anti-realist epistemological stance by which organizational phenomena are seen neither as subjective nor as objective matters, but rather as effects of meaning formations – and thus the interest is in the discursive powers produced to form meanings and matters of particular phenomena, and the analytical attention turns to examining such constitutive dynamics and effects (Hardy, 2004; Grant, Hardy, Oswick, & Putnam, 2004; Grant & Iedema, 2005).

In this field, a common definition often states that: “discourse comprises sets of statements that bring social objects into being (Parker, 1992) and, in using the term organizational discourse, refers to structured collections of texts that bring organizationally related objects into being as they are produced, disseminated and consumed” (Hardy, 2004: 416; see also Philips & Oswick, 2012: 436; Grant & Marshak, 2011: 208; Fairhurst & Putnam, 2014: 272; Hardy & Thomas, 2014a: 324). This implies an interest in understanding and exploring the ways in which organizational reality comes into being, and thus, examining the constitutive dynamics and effects becomes a central point of analysis. But this exceeds the purely linguistic; these sets of statements are structured in collections of texts, making texts a primary analytical point, but “texts” does not refer just to text in terms of, e.g., written documents. Texts comprise various forms of symbolic inscriptions like written documents, talk and interaction, pictures, charts, installations, etc., and are thus considered more than linguistic building blocks; they include all sorts of symbolic inscriptions and related practices of meaning making that may be spoken,

written, visualized, or otherwise materialized communications shaping particular organizational subjects and objects (see definitions referred to above). Thus, the attention on the constitution processes and their effects concerns various communicative practices that enact, reproduce, resist, or change discourses in the making of organizational life (Mumby, 2011; Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014). Nonetheless, the predominantly linguistic focus in organizational discourse studies remains a point of critique, which I will shortly touch upon now.

Although these common tenants saturate much of the work, the methodological and analytical approaches used in organizational discourse studies vary a great deal – hence the expression of a “plurivocal” field (Hardy & Grant, 2012; Fairhurst & Grant, 2010; Philips & Oswick, 2012). But this plurivocality is also subject to discussion and critique, and in relation to developing my approach and the choices central to present analytical strategy, two interrelated debates have been particularly relevant. One is concerned with the multiple discourse concepts, whether we need to unify their determinism or relativism and specify analytical levels (Iedema, 2011; Mumby, 2011; Hardy & Grant, 2012; Kuhn 2012; Alvesson & Kärreman, 2011a; 2011b), and the other with specifying the relations of discourse and materiality in constituting organizational phenomena (Putnam, 2014; Hardy & Thomas, 2014; Fairhurst & Putnam, 2014; Ashcraft, Kuhn, & Cooren, 2009). I will shortly refer to them here because they reconsider central definitions and concepts – and thus have had direct influence on my approach.

These debates discuss the variety of co-existing but sometimes contradicting definitions and concepts (Grant & Iedema, 2005). Questions are raised concerning the potentials or restraints of different definitions, the following variations of analytical levels, and whether the lack of common concepts is problematic or generative (Leclercq-Vandelannoitte, 2011; Fairhurst & Grant, 2010). For example, Alvesson and Kärreman (2011a; 2011b) claim that plural discourse concepts form a “messy confusion” (p. 1134) and advocate for unified definitions of macro/micro levels of discourse (Discourse/discourse). They argue for three analytical strategies by which to deal with the problems that, according to them, include reductionism, overpacking, and colonization (2011a). Mumby (2011), Iedema (2011), and Hardy

and Grant (2012) reply with counterpoints by referring to multiple studies that show the richness and potential of various discourse studies and definitions as generative for developing novel understandings of organizational phenomena. As Hardy and Grant (2012: 561) express it: “If the study of organizational discourse is to continue to generate new knowledge, then establishing boundaries between discourse and Discourse, between discursivity and materiality, and between discourse and practice is more likely to hinder us than help us.” This particular debate is useful because it provides critical grounds to qualify choices of theory, analytical concepts, and methods, which I will return to shortly.

Related are discussions of the relationship between discourse and materiality (Putnam, 2014; Hardy & Thomas, 2014; Philips & Oswick, 2012; Ashcraft, Kuhn, & Cooren, 2009; Iedema, 2007). Thereby, the conceptualizing and exploration of the co-constitutive interrelation of discourse and materiality are contested. These efforts are still developing, and in a recent literature review of organizational discourse studies, Philips and Oswick (2012: 470) stress that: “The problem is not just the need to work across levels that has been so often discussed, but also working across epistemological positions to move to a position that embraces the “discourse *and* materiality” and the “discourse *as* materiality” positions”. In this piece, they call for developing research practices that integrate both discursive and material aspects of organizational phenomena. Through the debates, these scholars discuss advancements in terms of combining theory, analytics, and methodology across divisions of more or less determining relations of macro/micro, discourse/materiality, and single/ multi-methods. I will use their points and counterpoints when developing my approach further.

Central definitions: Discourse, practice, and materiality

From my point of view, the revitalizing of central questions in organizational discourse studies portrays the variety of concepts and a certain room for maneuvering. By unifying concepts, scholarly divisions may be stressed accordingly with the risk of limiting theoretical developments and analytical creativity, when approaching organizational discourses by their complex qualities (Mumby, 2011:

1153). Thus, I have seen the debates as a palette of discourse scholar positions in a “field of possibilities” (Barad, 2003: 819). Thereby, I use the discussions to qualify my theoretical choices and their analytical implications and to develop fruitful methods in relation to the phenomena in question. This has resulted in a strategy where I combine organizational discourse studies, including the communicative constitution of organization perspectives (CCO), with poststructuralist psychology to study the challenges of managing and organizing collaborative governance practices.

When focusing on constitutive dynamics and effects of discourse, I draw on a broad discourse notion inspired by Foucault (1969; 1994a; 1994b) and readings of him (Howarth, 2000; Barad, 2003; Hardy & Thomas, 2014b; Hall, 2001). This involves a shift of focus on discourse from a purely linguistic matter to power relations of discourse, practice and materiality and the ways in which they construct objects and subjects (Foucault, 1980). It implies an understanding of power as productive and generative by its functioning through discursive power/knowledge complexes; the ways in which knowledge is constructed and becomes defining of the social reality, of what is considered true – which happens through discourse (Hard & Philips, 2004; Hall, 2001): “(T)here are manifold relations of power which permeate, characterize and constitute the social body, and these relations of power cannot themselves be established, consolidated nor implemented without production, accumulation, circulation and functioning of a discourse” (Foucault, 1998: 93). This notion of power is very complex, and I will not assume to unpack it in full detail here, instead I refer to studies dedicated for that matter (Hardy & Philips, 2004; Hall, 2001; Mumby & Stohl, 1991; van Dijk, 2008). Instead I will relate to how it affects the study of organizational discourse, and, drawing on these, how it is important to present study.

In “The Archaeology of Knowledge” (Foucault, 1969: 120-121), Foucault explains that discourse is a group of statements in which relations of objects, subjects, and normative positions are practiced both socially and materially, and thus assign particular modalities of existence. This is unfolded by Hall, stressing (2001: 72) that “it is about language *and* practice. It attempts to overcome the traditional distinction between what one *says* (language) and what one *does* (practice). [J]ust as discourse ‘rules in’ certain ways of talking about a topic, defining an acceptable and intelligible

way to talk, write, or conduct oneself, so also, by definition it ‘rules out’ other ways.” This means that discourse creates conditions for, and is in turn reproduced or changed by the formation of, certain meanings and matters of coming to existence through language in both social and material practices.

This point is elaborated by Karen Barad, who stresses the performativity of discourse by rejecting it as a synonym for language (2003: 819): “To think of discourse as mere spoken or written words forming descriptive statements is to enact the mistake of representationalist thinking. Discourse is not what is said; it is that which constrains and enables what can be said. Discursive practices define what count as meaningful statements. Statements are not the mere utterances of the originating consciousness of a unified subject; rather, statements and subjects emerge from a field of possibilities. This field of possibilities is not static or singular but rather is a dynamic and contingent multiplicity.” Hereby, she argues, like Hall (2001), that discourses are working through practice in tensions of constraining and enabling action and thereby define what count as meaningful/meaningless practices in the making of subjects within an array of possibilities. In doing so, discourse is performative through both social and material practices.

I find both Hall’s and Barad’s definitions resourceful as readings of Foucault. Furthermore, they align much with the definitions often used in organizational discourse studies earlier mentioned and elsewhere given as: “discourses are collections of interrelated texts and practices that ‘systematically form the object of which they speak’ (Foucault, 1972, p. 291)” (Hardy & Thomas, 2014a: 324) – such as, e.g., the manager or the organizing of a certain form of governance. As baseline definitions, I find them important to demarcate my position and its implications for analytical strategy in relation to the aforementioned debates. Even though the existing discourse definitions often describe discourse as collections of texts and related practices of production, distribution, and consumption (see, e.g., Hardy, 2004: 416; Grant & Marshak, 2011: 208; Philips & Oswick, 2012: 436; Fairhurst & Putnam, 2014: 272), and although sets of statements and texts are considered not just linguistic building blocks but as all sorts of symbolic inscriptions and related social and material practices, it can be a point of misunderstanding. At least the critique of

overemphasizing the power of language is still present, maybe because “texts” has a linguistic connotation, maybe because organizational discourse studies are still challenged in their presentation of discourse by other means than linguistic in the traditional journal articles (Iedema, 2007). This has been a challenge for me, because showing other aspects of social and material practices in, e.g., photographs requires openness from the journal and a lot of space for explanations on top of analyses.

Nonetheless, this demands that we to stress these aspects further (Hardy & Thomas, 2014b). With regard to the discussions on discourse and materiality, I have found it critical to supplement the common definition of sets of texts with discourse notions that stress its power production as working through social and material practices. For this purpose, I found Hall’s and Barad’s conceptualizations useful as they stress these aspects: its performativity as a constitutive dynamic working in movements of the becoming actors and realities through their social and material embedding. This is useful in the study of public managers and collaborative governance practices because it helps to approach the challenges of new managerial roles and emerging ways of organizing governance practice, by the ways that the practices of actors (human and non-human) make sense of, reproduce, change, and struggle over meaning and matters. This aligns with the abovementioned definitions, and as such emphasizes the works of discourse through both social and material practices of texts, bodies, spaces, and also working methods and procedures.

Inspired by these definitions, I approach organizational discourse as collections of texts and related (social and material) practices that bring an object into being through their production, distribution, and consumption. This then takes discourse to saturate the social and material by the way these aspects come to mean something and matter to the subject at hand, in this case the public managers and the managing and organizing of collaborative governance practices. However, it does not mean that discourses “bear down in a deterministic way [but they] are instantiated over time as multiple actors engage in local practices that help to normalize and diffuse them” (Hardy & Thomas, 2014a: 321). Thereby, the relations between micro and macro, and between organizational discourses and agency, are not constitutive dynamics that are determined by the pre-analytical conceptualization. Rather, I argue that by

focusing on the constitution of particular phenomena when analyzing, we can determine how the dynamics play out locally and whether micro/macro distinctions are invoked and thus become relevant attentions (Kuhn, 2012). As such, I echo conceptions of discourse as working in local practices, which can be scaled up to work across time and space and produce a “macro” construction of organizations (Hardy, 2004; Cooren, Kuhn, Cornelissen, & Clark, 2011).

These points echoes some perspectives on the communicative constitution of organization (CCO) – a stream that stresses communication in particular as the point of analysis to study constitutive dynamics and their effects in terms of creating organizing and “the organization” (Kuhn & Putnam, 2014). CCO argues that communication is the central process through which the discursive and material constitute organizational realities. In so doing, they redefine organizational communication as an *“ongoing, situated, and embodied process whereby human and non-human agencies interpenetrate ideation and materiality toward meanings that are tangible and axial to organizational existence and organizing phenomena”* (Ashcraft, Kuhn, & Cooren, 2009: 34, original emphasis). Thereby, they argue to study discourse and its material aspects in communicative actions and events, through which organizations and organizing are constituted in more or less ordered manners (Cooren, Kuhn, Cornelissen, & Clark, 2011; Kuhn & Putnam, 2014). This means that we can see discourse as working through communication, which, in CCO’s broad definition, includes both social and material practices. Thus, analyzing the works of discourse through communication elucidates how meanings and matters are produced and affect the making of organizations in specific ways.

These understandings and definitions respond to the debates and draw in particular on organizational discourse studies that stress both social and material practices through which discourse works (Philips & Oswick, 2012; Hardy & Thomas, 2014b; Mumby, 2011; Kuhn & Putnam, 2014), making materiality a potential part of the study depending on the ways in which the phenomena is playing out. Materiality include, e.g., written documents, booklets, meeting minutes – but also technologies, bodies, spaces etc. Furthermore, I am inspired by the studies that do not conceptualize static relations between micro and macro, and between discourse and agency, but instead

approach these relations as constitutive dynamics, of which the analyses determine their power production and effects and whether micro and macro distinctions are important (Kuhn, 2012; Cooren, Kuhn, Cornelissen, & Clark, 2011). This allows me to direct the analytical attention to the discursive constructions as they are emerging through various social and material practices and create, reproduce, change, or resist meanings in the making of managers and collaborative governance realities.

Returning briefly to the notion of power, it is important to stress that power, in this sense, is not considered a possession, a static state, or to be secured by a formal chain of command in a governance setting (Purdy, 2012; Hardy, Lawrence, & Grant, 2005; Koschmann, Kuhn, & Pharrer, 2012, Hall, 2001). Rather, the power relations critical to this study is taken to be produced through discourse when actors engage in the production, dissemination, and consumption of texts and thereby construct the meanings and matters of their reality and in effect create that reality – in this case collaborative governance in daycare (Mumby, 2011; Hardy & Thomas, 2014b; 2014a; Thomas, Sargent & Hardy, 2011).

“Discourse works to produce particular meanings, as a result of which particular kinds of objects and subjects become ‘known’ (Hardy & Thomas, 2014), which implicates that certain ways of talking, thinking and practicing becomes ‘right’ or ‘wrong’ and thus affect the formation of actors and organizations – this point I will return to in the next section. As such, the power relations of discourse have disciplining and normalizing effects, but not in a determining way: “[P]ower can be conceived neither as located purely in individual actions (as in ‘power to’ or ‘power over’) nor as a deterministic feature of organizational structure, but rather must be viewed as constructed through and instantiated in the discursive practices which structure organizational life.” (Mumby & Stohl, 1991: 317). Thereby the attention turns to how discursive power relations are (re-)produced, resisted and changed in more and less interactions between actors (human and non-human), as they produce meanings. As such, discourse and its relations of “[p]ower is never complete and, instead, is always open to the possibilities of resistance as actors struggle to maintain or promote their preferred meanings” (Thomas, Sargent & Hardy, 2011: 24). In this way, the power relations of discourse, practice and materiality entail a constructive

and creative potential of resistance and renegotiation as actors struggle over meanings and matters of their realities – in this case collaborative governance in daycare.

Developing the approach: Analytical conceptualizing

Following these theoretical inspirations and definitions, I develop my analytical strategy through three conceptualizations relating specifically to the phenomena questioned in chapter 1, namely the challenges of public managers emerging through discursive constructions of collaborative governance. The first supporting research question concerns method-developments, which I attend to in the next chapter. The second one questions the managers' role, for which I use the concepts of subjectification and positioning. The third question concerns the organizing of such kind governance design in practice, for which I use the concepts of text-conversation and meaning negotiations. To do so, I draw on studies on managerial subjectivity in relation to, e.g., NPM discourses (Thomas & Davies, 2005; Leonard & Halford, 2006; Ainsworth, Grant, & Iedema, 2009; Alvesson, 2010) combined with poststructuralist psychology (Davies, 2006; Højgaard & Søndergaard, 2011), and on discourse studies concerned with interorganizational collaboration and organizational change, although these are not concerned specifically with public management (Hardy, Lawrence, & Grant, 2005; Koschmannn, Kuhn & Pharrer, 2012; Thomas, Sargent & Hardy, 2011; Grant & Marshak, 2011; Buchanan & Dawson, 2007).

Analyzing the role of public managers: Subjectification processes & positioning

Even though managers are usually seen as privileged agents whose role is to manage and organize others' work, the idea of autonomous agency is generally contested in organizational discourse studies (Thomas & Davies, 2005; Bergström & Knights, 2006; Cunliffe, 2009; Alvesson, 2010). Following this, my interest in managers' roles is displaced from an understanding of the actor – in this case, managers – as having an essential identity, a core self. Managers are instead seen as socially constructed and relational subjects, which is why the attention shifts to their subject formation

and the construction of identity and agency (Thomas & Davies, 2005; Ainsworth, Grant, & Iedema, 2009). This involves turning toward the discursive constraints and enablement of subject positions created through discursive struggles over meanings and matters of self, by which managerial identity and agency take form – in this case, in relation to collaborative governance practices. For this study, I conceptualize the constitutive dynamics of organizational discourse and managerial subjectivity through subjectification processes because this concept pays particular attention to the emerging identity and agency, which is relevant in relation to approaching discursive aspects of the new role of managers and the following challenges, assumed in the collaborative governance literature.

Subjectification has been theorized as a concept to analyze power relations of discourse and subjective agency with reference to Foucault (Bergström & Knights, 2006; Foucault, 1994: 326-348; Butler, 1997) but with varying degrees of determinism between discourse and subjects and with macro/micro distinctions (Alvesson, 2010). The perspective on subjectification, which I draw on here, sees the subject not as a micro actor determined by macro discourses, but rather as an ongoing process of subjective becoming through power-producing relations of organizational discourse and subjectivity forming tensions of agentic constraints and enablement (Davies, 2006). This relies on elaborations of Foucault's subjectivity concept, wherein discursive subjection and agency work simultaneously as: "subject to someone else by control and dependence, and tied to his own identity by a conscience or self-knowledge. Both meanings suggest a form of power that subjugates and makes subject to" (Foucault 1994: 331). Hence, a tension is intrinsic to the constitution of identity and agency working simultaneously through intersecting discourses and materialities (Højgaard & Søndergaard, 2011).

For elaboration, I draw on Bronwyn Davies (2006), who quotes Butler in her reworking of Foucault's theorizing of "The Subject and Power" (1994b). Davies (2006: 426) argues: "In becoming that possible subject, however, it reiterates and confirms those conditions that make it, and go on making it, possible. Those conditions of possibility are embedded not in discourse alone, but in mutually constitutive social acts: "At the most intimate levels, we are social; we are comported

toward a 'you'; we are outside ourselves, constituted in cultural norms that precede and exceed us, given over to a set of cultural norms and a field of power that condition us fundamentally” (Butler, 2004a, p. 45). This should not be confused with a determinism in which subjects are passively and inevitably shaped according to one set of discursive practices within a monolithic moral order. Butler’s subjects have agency, albeit a radically conditioned agency, in which they can reflexively and critically examine their conditions of possibility and in which they can both subvert and eclipse the powers that act on them and which they enact: “[T]o claim that the subject is constituted is not to claim that it is determined; on the contrary, the constituted character of the subject is the very precondition of its agency”.

Drawing on this, I see subjectification processes as the constitutive dynamics through which identity and agency are constructed by means of organizational discourses. This occurs in the struggle over meanings and matters to demarcate and negotiate particular subject positions made available in various communicative practices (both social and material) of positioning, which thus become the point of analysis. In such conceptualization lies an empirical dependency; the phenomenon of, e.g., managers cannot be explored without engaging in the specific communication in which certain empirically embedded meanings and matters are made significant to, in this case managerial subjects in relation to collaborative governance practices. It is in the situated communications that discourse is forming subjectification processes through positioning acts, and so discourse becomes resourceful to construct particular identities and agency in that situation. Therefore, the analysis will concern the situated struggles over meaning and matters of, in this case, managing collaborative governance practices, by which the constitutive dynamics and effects of discourse will be indicated and thus whether analyzing micro/macro levels are relevant to that specific case.

Like other organizational discourse studies of managerial identity and subjectivity, I find poststructuralist and social constructionist theorizing in psychology inspiring (Thomas & Davies, 2005; Fairhurst, 2007). To analyze subjectification processes and their production of identity and agency, I use the concept of positioning (Davies, 2000; 2006; Harré, Moghaddam, Cairnie, Rothbart & Sabat, 2009) as the analytical

tool. Positioning is a discursive practice performing both subjection and agency. Positioning refers to the changing practices in which subjects form clusters of normative meanings and identify with such and thereby condition themselves, but also become agentic. This means that subjects through their communication negotiate and change actual and possible positions: “Change in positioning can change the meanings of the actions people are performing, since beliefs about positions partly determine the illocutionary force of members’ actions. Change in the meanings of actions can consequently modify, sometimes drastically, the storylines that are taken to be unfolding” (Harré, Moghaddam, Cairnie, Rothbart & Sabat, 2009: 10). Many of these practices are “recognizable, conventional, collective and social procedures through which character, self, identity, the psychological, the emotional, motives, intentions and beliefs are performed, formulated and constituted” (Wetherell, 2008: 80).

This involves studying the ways in which the actor – in the present study, the manager – is categorized through discourse; how managers categorize themselves and others, how they are categorized in texts, including what is included/excluded in these characteristic subject positions, how they become value-laden (e.g. what counts as good/bad, meaningful/meaningless, easy/hard etc.) and with which effects in the discursive practices of those subject positions (Davies & Harré, 1990; Søndergaard, 2000). Furthermore, it means to study such acts of how positioning identification and subscription to the categorized subject positions, or to nuance or even resist it (Thomas & Davies, 2005). This include following positioning acts in various discursive practices, including both social and material communication. In other words how managers talk about themselves and others, how they and their work in relation to collaborative governance is described in documents and how they enact themselves prior to and during collaborations, as well as how they are positioned bodily and spatial. For example where they are placing themselves at tables in meetings. Moreover, it also includes studying how this relates to public management literature about the manager, insofar as the positioning acts invoke broader macro-discourses, that may be unfolded through literature-mirroring (this point is explained further in the next chapter in the sections on data-analysis).

In this regard, the analytical strategy is to approach the challenges involved in managing collaborative governance practices and their effects on the role of managers through the concept of subjectification. Thereby, I see the role of managers as constituted through struggles over meanings and matters of particular subject positions, whereby situated identity and agency are constructed. This is analyzed in various communicative practices of positioning, including what agency is gained through certain ways of positioning and the restraining and/or enabling practice conditions created thereby. In relation to present study, this involves studying the communication through which public managers (or communication about them) use particular value-laden categories, their constitutive effects in relation to their work of collaborating with others and to their role, and the challenges this involves in relation to managing collaborative governance practices. This part of the analytical strategy is applied in article 2, and the analytical processes related to it are further explained in the next chapter in the section on analysis.

Analyzing the organizing of collaborative governance: Text-conversation and meaning negotiations

Referring to the discourse perspective outlined earlier, the phenomenon of collaborative governance as an “organization” is not approached as a clearly demarcated, pre-discursive organizational design or model. Rather, it is seen as emerging in effect of discursive practices, moving the central analytical interests to the constitutive dynamics, through which texts and related practices interrelate across time and space to organize particular local reality constructions of collaborative governance. With this approach to the phenomenon of collaborative governance, and more specifically to analyzing the challenges related to accomplishing such organizational designs in practice, I am particularly inspired by a few organizational discourse studies on collaborative communication, including a CCO perspective (Hardy, Lawrence, & Grant, 2005; Koschmannn, Kuhn, & Pharrer, 2012), as well as a few studies on the discursive aspects of organizational change (Thomas, Sargent, & Hardy, 2011; Buchanan & Dawson, 2007; Grant & Marshak, 2011).

As mentioned, CCO (Ashcraft, Kuhn, & Cooren, 2009; Cooren, Kuhn, Cornelissen, & Clark, 2011) integrates discourse perspectives with practice theory and actor-network theory: “In this approach, scholars focus on ‘the’ organization as manifested in discursive practices and in the meanings that actors construct for what is considered ‘organizational’. Scholars examine how organizations and organizing practices become an *accomplishment*, a more or less fragile creation that has an ever-present potential for contestation and that is produced, sustained, and altered in meaning-generating practices based on linguistic distinctions” (Kuhn & Putnam, 2014: 424, original emphasis). This entails approaching the study of ‘organizations’ as they are becoming through complexes of communicative processes and practices forming and changing in effect of various agencies relating and entangling in the making of specific organizational images, representations, events, procedures etc.

These studies stress that order and convergence of meanings are not necessarily expected to shape the organizing. In CCO thinking this is inscribed by a focus on the “*simultaneous* possibility of disjuncture, dissonance, and dilemma. Organizations, in turn, are often portrayed as heterogeneous sites of conflicted communicative practice, evident in tensions, paradoxes, and contradictions [...]. Thus, understanding the nature of organizing requires turning to *disorganization*” (Kuhn & Putnam, 2014: 436). Instead of assuming that organizations are characterized primarily by orderly and well-organized work, this emphasizes their equally disorganized nature, demanding attention to this as well (Tretheway & Ashcraft, 2004; Kuhn & Burke, 2014). This stresses the relational agency, the incompleteness and ambiguous claims on practice, by which discourse through means of communication is taken to form (dis-)organizing/organizations.

Inspired by this, I approach the constitutive processes of a collaborative governance organizations – or ‘design’ as it is denoted in collaborative governance theory and practice (Ansell & Torfing, 2014; Vangen, Hayes & Cornforth, 2014) by its discursive constructions emerging through communication spanning across various actors, time and space. Thereby I will dislocate the attention from the existing contingency models and design concepts to study the ways in which collaborative governance becomes organized through everyday interactions as well as in formal

events and thereby possibly constitute certain ‘designs’. For the further analytical conceptualizing, two streams of studies become especially interesting – one on collaborative communication and one on change (Hardy, Lawrence, & Grant, 2005; Koschmann, Kuhn, & Pharrer, 2012, Thomas, Sargent, & Hardy, 2011; Grant & Marshak, 2011).

The first stream of studies is inspiring as they conceptualize interorganizational collaboration, although not related to public organizations specifically. They both conceptualize analytical models on collaborative communication, on in relation to understanding effective collaboration (Hardy, Lawrence, & Grant, 2005), the other in relation to value-production in partnerships (Koschmann, Kuhn, & Pharrer, 2012). Most importantly to present strategy, however, is their unfolding of text-conversation dialectics, as useful to understand the constitutive dynamics of discourse in relation to interorganizational collaboration. The analytics of text-conversation is conceptualized as follows: “Conversations are observable interactions - the “site” where organization is accomplished and experienced [...]. Texts, in turn, are the symbolic “surface” upon and through which conversations develop; they are how organizational forms are identified, described and represented. Texts can be figurative and metaphorical, such as cross-sector partnership’s implicit norms of operation, or they can be relatively concrete inscriptions of procedures, as in a cross-sector partnership’s bylaws or a memorandum of understanding” (Koschmann, Kuhn, & Pharrer, 2012: 335).

As such, the analysis of discursive constructions through text-conversation dialectics is directed toward the ways that interrelated texts are (re-)produced, disseminated, used and possibly changed through participants’ conversations and other communications. Furthermore, also to how the interrelations build up across actors time and space and thus become an emerging formation of particular – in this case collaborative processes and events. Moreover, these studies are inspiring as they stress a nuanced conception of conversations and dialogue as not necessarily consensus-driven or emancipating, but as infused with discursive tensions between different, even conflicting and competing understandings and constructions affecting the meaning negotiations prior to or during collaborations: “participants hold

different (and often deeply opposed) position; the “generative mechanism” of intersubjective meaning making is “the interplay of different, often opposing, voices” (Koschmann, Kuhn, & Pharrer, 2012: 340, citing Baxter, 2006: 105). This is important when studying collaborative governance, because the dialogues and social interactions of collaboration are hoped to produce potential solutions to shared problems and even consensus in decision making, which the collaborative governance literature conceptualizes as organizational design issues (Vangen, Hayes, & Cornforth, 2014; Ansell & Torfing, 2014). The above described understanding can therefore help to direct the analysis toward the “generative mechanisms” of communication including both convergence and divergence in meanings – and how this produces the emerging organizing of collaborative governance designs locally. Thus, I will explore the works of discourse when managers seek to organize collaborative governance designs – including the challenges arising, by following the patterns of texts and conversations and their constitutive effects.

With this interest, the meaning negotiations become central, as such embody the generative potential of discursive tensions between diverging and converging meanings. To conceptualize this matter, another relevant stream of studies concerned with change is useful. They approach change as multi-story processes emerging in ongoing meaning negotiations connected to power-resistance relations (Thomas, Sargent, & Hardy, 2011; Buchanan & Dawson, 2007; Grant & Marshak, 2011). The meanings of a change program, such as a collaborative governance initiative, are negotiated in interactions between involved actors relating to relevant discursive resources and producing discursive tensions insofar as diverging meanings are voiced. As meanings are negotiated in conversations and produce discursive tensions with regard of affecting the issues, they become infused with resistance, although not necessarily in a destructive or repressive way (Thomas, Sargent & Hardy, 2011). Rather - inspired by Foucault – these studies see the resistance as generative; it can both become restraining and enabling, and thereby affect and change the local discursive constructions (Mumby, 2005). As such, the negotiations are both active parts and effects of text-conversation dialectic, and they become useful points of analysis.

These concepts entail studying the communicative actions occurring in everyday organizational life – and in relation to present study, in particular in the interactions concerning the organizing of collaborative governance designs, as they emerge across actors, time and space in the cases. More specifically, this includes examining the interrelation of communicative actions that concern the organizing of such governance form, e.g. where is this topic, which meetings and in which documents, how are decisions being taken, how are they retained and accounted for, taken up again and possibly changed, what actions are associated, and which events are taking place along the way. As such, following text-conversation dialectics demands analyzing communicative practices and events across actors, time and space in order for one to examine how the situated discursive constructions may be retained, negotiated, reproduced or changed with effects that go beyond the situation. This may help unfold how collaborative governance as an organizational construction comes into existing through practice, rather than as a pre-discursive design construct. Thereby, the analysis of text-conversation and meaning negotiations may unfold the emerging processes of collaborative governance as discursive constructions, and in so doing examining discursive aspects of central design issues conceptualized in collaborative governance theory in terms of social dynamics, power, decision making etc. This part of the analytical strategy is applied in article 3, and the analytical processes related to it are further explained in the next chapter in the section on analysis.

Summarizing notes: An analytical strategy for a complex-sensitive approach

When one is developing an analytical strategy, the theoretical inspirations and definitions imply certain approaches to phenomena; thus it is an epistemological stance that positions both the researched and the researcher (Andersen, 2003). In present study, I draw on existing organizational discourse studies to define organizational discourse as collections of texts and related (social and material) practices that bring organizational objects into being through their production, distribution, and consumption. This stresses that discourse works through the social and material by the way these aspects are made significant to the issues in question,

in this case, public managers and their work to manage and organize collaborative governance practices. Consequently, these phenomena and the problematics they embody are seen as discursive constructions, and the attention turns to communicative interactions and the ways in which this has constitutive effects on managerial roles, agency, and organizing – by which the “manager” and “organization” of collaborative governance come into existence.

The analytical strategy developed with inspiration from organizational discourse studies, comprises two analytical conceptualizations: One is subjectification processes to study the challenges of managerial roles as matters of creating identity and agency by positioning. The other conceptualization is concerned with the emerging processes of organizing by means of text-conversation dialectics and meaning negotiations. This, I have argued, allows me to explore the challenges by the ways they emerge through relations of discourse, practice, and materiality and thereby get constitutive effects on managerial roles, and ways of managing and organizing this governance form – in this case in cases from the Danish daycare area.

It implies an attention to constitutive dynamics and effects as they emerge and create, reproduce, change, or resist meanings in the making of such governance practices. However, it does not mean that discourses determine such phenomena pre-analytically, but rather that the local practices show how discourses are instantiated across time and space as actors co-produce and diffuse them. This demands being sensitive to the complexities of discourse in social and material practice, and thereby unfold how the dynamics play out locally and constitute particular phenomena. Such attention can be cultivated in both analytical conceptualizations of present strategy, with which I will work in “conversation” with my data (Søndergaard, 2000). This involves critically considering the ways in which present analytical strategy directs my attention and lets me see some challenges of public managers and organizing of collaborative governance while not seeing others. The analytical processes thus entail dialectic movements between these conceptual understandings, the analytical attentions they imply, and the empirical communications, in order to allow empirical “voices” to elucidate meanings and matters relevant to challenges of collaborative governance, which I go into in the next chapter.

With the analytical strategy presented here, I aim to develop a complex-sensitive approach with which to contribute to theorizing and exploring the discursive aspects of managing and organizing collaborative governance practices further. This is complementary to collaborative governance theory because complexity is presumed to characterize and problematize its practice – which, as we saw in the previous chapter, is conceptualized in design and implementation issues of general models that are to be handled by the new role of managers. But in so doing, I grapple with central concepts and responds to debates in organizational discourse studies especially concerning discourse and materiality, and multi-method approaches, which I now turn to.

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Chapter 5
Methodology, Data Collection & Analysis

This chapter presents the methodological considerations, the research design and methods developed prior to and during fieldwork, as well as the processes of data-analysis. Furthermore, it includes the first article of the dissertation. As such, it offers an overview of a long and sometimes messy process of moving between research methods in fieldwork, literature reading, theorizing, and analyzing. This may sound smoothly iterative, but it has been a more and less ordered process – a point I will discuss along the way. It requires balance to communicate such research processes in a way that gives the reader the right information to understand the methodological choices and their implications for data collection and analysis, so he or she can critically follow and evaluate the research processes and outcomes without having to be told every little detail. Knowing that this presentation could be told differently, I hope to compose one here with enough information about the methodological inspirations and research design choices to discuss both potentials and problems of my study, without overwhelming the reader.

So in the following, I will present the research design, the methods developed in fieldwork, and how this produced data on collaborative governance practice in daycare. Then the analytical processes are presented to show movements between open and focused coding, theorizing, and literature reading in relation to article writing. However, I will first explain the initial methodological positioning that became the basis of my research design, which I will return to at the end of the chapter in relation to discussing my role as researcher. In continuation of this, the first article of the dissertation appears, as it concerns potentials and challenges of developing methods to approach the multimodality of organizational discourse through ethnographic fieldwork.

Methodological considerations

In the previous chapters, I presented the puzzles of the present study, namely the discursively produced constitutive dynamics and effects emerging though public managers' work to manage and organize collaborative governance. I presented the problematics in terms of the empirical setting of quality-management innovation in the Danish daycare sector (chapter 2), in terms of collaborative governance theory

(chapter 3), and in terms of the organizational discourse studies that inspire my conceptualizations for the analytical strategy (chapter 4). As elucidated thereby, my approach is based on anti-realist perspectives and epistemological stances, which also affect the methodological considerations. At the most basic level, this means that I have not constructed a research design to apply methods that produce data of a fixed reality to be represented in a certain way to uncover the truth about the phenomena (Fairhurst & Grant, 2010; Cunliffe, 2003). Rather, it means that I have developed a qualitative research design to produce rich data with which to explore the challenges of empirically embedded complexities discursively produced through the working life of public managers and collaborative governance practices in order to theorize and discuss the ways in this constitutes managerial subjectivities and ways of organizing such kind of governance.

With this interest, I position myself in a tension; on the one hand, I see the everyday life of the empirical reality constructions as crucial qualities to access through fieldwork. On the other, I acknowledge the research design, data collection, and analyses as compositions with which I participate in co-producing the phenomena and inscribed problems (Andersen, 2003). Thus, I do not assume that empirical problems are represented and accounted for unmediated as they are per se “out there”; the way I go about approaching them is part of constructing them, and thus I include myself as co-productive prior to, during, and after data-collection (Philips, Kristiansen, Vehviläinen, & Gunnarsson, 2013; Buchanan & Dawson, 2007; Fairhurst & Grant 2010). That being said, articulating the design choices and method developments done throughout fieldwork is all the more important to show how they produced data and how they are used analytically. In the following I will first mention what my research design choices were inspired by and then present the design and fieldwork.

Research design: Discourse-based and ethnographic approaches

In 2010 I became part of a cross-disciplinary research team⁴ that was partly funded to study the work of the two municipalities involved in the partnership presented in chapter 2. Although the site selection was determined by the partnership, the

researchers had free choice of methods, so the first task was to develop a research design. With a master's degree in social sciences and an interest in education management, I knew the field of public management only in relation to education and from mainstream discussions in media. Therefore, my knowledge of new public management and new public governance discourses and the tendencies of collaborative governance in relation to public problem-solving and innovation was limited. Thus, I informed my research design by reading literature about public management and collaborative governance to get familiar with the vocabulary and with central issues that could be of use to my design and help me when entering the field.

The literature searches done initially showed both conceptual and empirical research on collaborative governance, networks, and public management innovation. I looked for reviews to get an overview and to let them guide me to general considerations in terms of research approaches and central issues. I categorized and prioritized them through their aims (to review, theorize, conceptualize, analyze, empirically study, and/or prescribe), subjects (governance, management, organization, policy, etc.), and focus (actors, practices, processes, systems, models). This led to smaller piles like "reviews of collaborative governance research," "the manager of collaborative governance," and "the organization of collaborative governance," which became the basis for the literature review in chapter 3. In addition to this, I also searched for discourse studies concerned with managing and organizing collaboration, public-private partnerships, networks, etc. This secondary search was due to my interest in social constructionist perspectives on public management – and due to the lack of studies concerned with discursive aspects on collaboration, which had surprised me in the previous searches.

Moreover, I was looking for studies to inspire my research design, for which current methodological discussions in organizational discourse studies and organizational ethnography became especially inspiring (Fairhurst & Grant, 2010; Shotter, 2010; Buchanan & Dawson, 2007; Cunliffe, 2009; Grant & Marshak, 2011; Yebema, Yanow, Wels, & Kamsteeg, 2009). Literature reviews on organizational discourse informed my choice of research design by elucidating a diverse array of available

research positions and methods often depicted in contrasts like micro-level vs. macro-level, single-method vs. multi-methods, and monomodal vs. multimodal (Grant, Hardy, Oswick, & Putnam, 2004; Fairhurst & Grant, 2010). In particular, I was inspired by the discussions on the multimodality of discourse – the multiple modes of expression (linguistic, visual, bodily, and spatial) through which discourse works and so the intertwining of discourse and materiality as interrelated (Iedema, 2007; Fairhurst & Grant, 2010). In relation to studying challenges of collaborative governance practice, this was intriguing because it could help me attend to the ways that discourse constructs the manager and the organizing of collaborative governance through both social and material practices.

However, the literature also highlighted challenges: “Given the dominance of single-level, single-method discursive approaches, we believe that if organizational discourse analysis is to make further progress as a worthwhile area of organizational inquiry, it is essential that scholars utilize multi-method approaches” (Philips & Oswick, 2012: 462). Thereby, current debates discuss the potential of methodological developments to grapple with the multimodality of discourse – and include the material aspects of meaning production in everyday organizational life (Iedema, 2007; Hardy & Grant, 2012). This stimulates a methodological creativity in relation to the specific research questions: “Collect the data that make sense [...]. Consider ethnography, traditional discourse analysis, other forms of textual analysis, interviewing, shadowing, videotaping – in fact, any appropriate method that helps to shed light on the issues under investigation” (Hardy & Grant, 2012: 560). Informed of the research positions available in organizational discourse studies (Grant & Fairhurst, 2010), I had an ambition to develop methods along the way to collect rich data that might unpack and elucidate complicated entanglements of discursive matters through all sorts of communicative modes.

This made me consider how to create a research design that allowed for developing methods responsive to the challenges emerging through the communicative practices of managers and collaborative governance, without attending only to linguistic aspects (Iedema, 2007). Furthermore, I was concerned with opening up to the empirically embedded constitutive dynamics emerging in relation to managing and

organizing interorganizational collaboration, and not being too affected by my pre-empirical knowledge from the literature reading. Also, I wanted to explore the complexity of diversity across involved actors and multiple, potentially contradicting interests and the following problematics by the ways that actors constructed them more and less intentionally. Therefore, I wished to focus on both the meanings and matters talked into existence and enacted by actors on the one hand, and on the other look for things, doings, and sayings that may not be attended to explicitly by actors but that nonetheless emerged as significant (Buchanan & Dawson, 2007; Shotter, 2010). Thus, I saw the potential in ethnographic fieldwork but also the need to develop my approach, because: “While there are instances of work where the conceptual-analytical and ethnographic dimensions of discourse analysis are integrated, tensions remain between discourse research defined as the application of a conceptual-analytical procedure to ‘a text’, and discourse research defined as a way of engaging with a workplace, its politics and its (dis)organization.” (Iedema, 2007: 933).

With an interest in unfolding and discussing the challenges that emerge through the communicative practices of managing and organizing collaborative governance, I decided to develop a research design that combines a discourse-based approach with ethnographic methods for the study of collaborative governance. This was to engage in empirical sites in an open and flexible way, in order to develop methods along the way that could qualify my exploration of the situated constructions of meanings and matters important to empirical actors in relation to managing and organizing collaborative governance in the daycare. So the simultaneous reading of organizational discourse studies and their current methodological discussions combined with organizational ethnography made me critically consider how to balance etic and emic approaches (Fairhurst & Grant, 2010; Shotter, 2010; Buchanan & Dawson, 2007; Grant & Marshak, 2011; Yebema, Yanow, Wels, & Kamsteeg, 2009). This meant that I became very attentive to balancing pre-empirical theorizing (a more etic approach) and an empirical openness to learning about empirically embedded issues from within the field- (a more emic approach) (Cunliffe, 2009: 229).

Without over-estimating “being in the field” (Hardy & Grant, 2012), organizational ethnography offers methods to produce rich data for thick descriptions and tales from the field – not as generalizable case studies but as cases of particularity and situated communicative actions producing specific meanings and matters that come to constitute certain organizational cultures and realities (Yebema, Yanow, Wels, & Kamsteeg, 2009). Through the researchers’ “tales” the phenomena are unpacked, and hereby the researcher addresses discussions relevant to a wider audience (Van Maanen, 1979; Cunliffe, 2009; Shotter, 2010). However, even though the production of rich qualitative data and thick descriptions sounds promising, it is also time consuming and involves challenges concerning data-management and the role of the researcher when working onsite: “Ethnography is not a quick dip into a research site using surveys and interviews, but an extended period of time in which the ethnographer immerses herself in the community she is studying: interacting with community members, observing, building relationships, and participating in community life” (Cunliffe, 2009: 227).

With that in mind, I found inspiration in the organizational ethnographic studies to approach the field with an openness to learn about relevant discursive constructions of challenges from the actors embodying the partnership (Shotter, 2010). Without ambitions of producing a “classic” ethnography as a research outlet, I did want to take part in the actors’ workplace and working lives in order to produce rich data that could amount into a multifaceted data set allowing me to analytically explore nuances of the challenges involved in the pursuit of collaborative governance, without determining pre-empirically the modes of communication and discursive contents I was going to study.

By reading up on organizational ethnographic (Yebema, Yanow, Wels, & Kamsteeg, 2009; Cunliffe, 2009) and discourse-based methods to do participatory fieldwork (Fairhurst & Grant, 2010; Buchanan & Dawson, 2007; Shotter, 2010; Beech, MacIntosh, & MacLean, 2010), I was inspired to infuse them. This helped me to take part onsite and in so doing become attentive to discursive constructions significant to the emerging collaborative governance practices and affected working lives. So, as a starting point for the research design, these approaches made me explore fruitful

method-combinations both prior to and during fieldwork. This led me to two initial fieldwork methods: participant observations and exploratory interviews. Along the way, I changed and developed methods, including various forms of participant observations at collaborative meetings, workshops, conferences, and everyday work related to quality management in daycare centers and city halls in the two municipalities, formal and informal interviews, corridor talks and telephone calls, quality-management documents tracking, and reflection notes. I will return to these shortly, but first I will explain a little more about the empirical cases.

Case construction: Multi-site fieldwork and field access

As mentioned, I became part of a research team gathered to study the ‘quality management innovation’ (QMI) project work of two local governments that had established a partnership with the Danish Union of Early Childhood and Youth Educators (BUPL). The partnership’s aim was to search for new quality-management methods for the daycare sector by means of interorganizational collaboration (for further details on the daycare sector and the empirical settings, problems and cases, see chapter 2). Prior to my engagement, the partnership had described its interests in developing new methods for quality management due to problems such as “different languages” of the many stakeholders and “discrepancy” and “lost information” about daycare quality in existing quality-management methods (e.g., education plans and quality inspections) and thus a “meaninglessness” and lack of “authenticity” in the communication about quality (these descriptions were summarized for me throughout my fieldwork, but especially in initial interviews, and in the first newsletters of the partnership, see table 3 below). The partnership described these problems as shared between the different stakeholders, like the public managers, politicians, daycare managers, and daycare teachers, and the union, and thus the need for developing new methods by means of interorganizational collaboration. The QMI work therefore concerned involving actors from across the daycare departments, the political committee, and daycare centers in order to develop new ideas for quality management in laboratory workshops, both separately in local workplaces and in interorganizational collaborative workshops.

Thus, a few things were decided prior to my doctoral study, namely 1) the empirical problems and interests in QMI concerned with interorganizational collaborative practices and events across 2) the site locations of local governments' premises (city halls) and daycare centers, and 3) the actors involved within the two municipalities. More specifically, these comprised the management teams of the daycare departments in the local governments and the political committee members, plus a number of daycare centers, including local managers and staff volunteering to participate in QMI work. With this as empirical cases on collaborative governance initiatives, locations, and actors, I decided to approach the partnership in general, and particularly the local QMI work, as multisite case studies (Marcus, 1995), rather than, e.g., comparative case studies. The potential of this was to include multiple actors and the multiple discursive practices emerging within and between QMI work both in city halls and in daycare centers. This, I hoped, would open my eyes to empirical richness when collecting and analyzing data, rather than, e.g., trying to identify similarities or differences from day 1. Furthermore, I could reduce the risks of the different actors and workplaces seeing each other as competitors and me as an external observer judging them from an elitist position.

However, the challenge of multisite cases is that the researcher faces the problem of doing fieldwork at more locations simultaneously. The combination of organizational ethnography and discourse-based approaches helped to strategize ways to do this; e.g., I found inspiration to approach this as multi-stories of co-existing discursive practices from discourse studies on change processes and ethnographic studies on everyday life complexity (Buchanan & Dawson, 2007; Grant & Marshak, 2011; Yebema, Yanow, Wels, & Kamsteeg, 2009; Marcus, 1995; Falzon, 2009). Thus, I developed methods to collect data while not being physically present onsite; e.g., I invited actors to do reflection notes and share them with me. Such methods I will return to later.

But first, in order to access the various empirical sites involved in the local QMI work, I spent some time prior to the fieldwork identifying and planning with key actors from the municipalities, both in city halls and in daycare centers. In each of the daycare departments in the municipalities, a management team consisting of a

division head, department head, and managerial consultants, was responsible for the QMI work. In both teams, one of the managerial consultants became project manager and thus my local gatekeeper. My initial access to the empirical sites and other actors such as politicians and daycare staff was gained through them. They established contact with local daycare centers, the managers of which also became gatekeepers to the sites of the local daycare departments that were to participate in the QMI work.

After visiting all empirical sites in the fall of 2010, I gained initial access to the empirical sites and planned the first period of fieldwork in accordance with the gatekeepers (see table 3). This including the following:

- Doing interviews with the different actors about their interests in QMI and local challenges and potentials from their point of view and work position.
- Doing participant observations with regard to existing quality-management practices, and participant observations in laboratory workshops both at city halls and at daycare centers.

Thus, the key actors, the managerial consultants and the daycare managers, were critical to my gaining access to the workplaces and other actors, as they informed me and asked me to participate in work they found relevant to the QMI projects. But I also saw them as knowledgeable and insightful discursive producers of meanings and matters constitutive to their everyday life and the issues I was to study (Shotter, 2010; Philips, Kristiansen, Vehviläinen, & Gunnarsson, 2013; Dencin & Lincoln, 2008; Silvermann 2006). Thus, establishing a respectful relationship with them and negotiating my empirical participation were critical to get access. As the methods referred to above differ, and I changed and developed new methods along the way by which my role changed, this will be discussed accordingly and reflected upon at the end.

Interviews: Single and groups

During my fieldwork, I conducted a range of both single and group interviews with actors that had formal managerial roles in the QMI work, namely the public management teams (one or two public servants and the head of department,

sometimes also the head of division) in each municipality and the daycare managers and sometimes also teachers, when they were involved in the collaborative governance approach to quality management. The research interview is seen not as a method to portray an organizational reality but rather as a method that situates single actors or smaller groups to socially construct and negotiate particular versions of specific issues, identities and realities – in this case, in relation to collaborative governance in quality management of the welfare area of daycare (Alvesson, 2003; Söderberg, 2006; Cassell, 2006; Denzin & Lincoln, 2008). “Contemporary qualitative researchers, taking the social constructionist path now commonly followed in qualitative research, view their data as the product of an active negotiation of meanings between themselves as researcher-interviewer and their informants/respondents – that is, as a form of co-production (e.g., Silverman 2006). The interview guide is often semi-structured in order to accommodate the responses of informants and allow the informants to shape the agenda” (Philips, Kristiansen, Vehviläinen, & Gunnarsson, 2013: 5).

Following these lines of argument, the interviews were semi-structured and planned to explore themes revolving around actors’ interests in and challenges of QMI work and interorganizational collaboration. Questions concerned information about 1) actors’ work positions, practices, and organizational contexts, 2) their formal/non-formal participation and view on interorganizational collaboration in general and in relation to the QMI work, 3) new things, events, changes, hopes, or fears connected to the QMI work, and 4) anything they found important to talk about (for full details, see the interview guides, appendix A). Although this sounds very structured, they were very explorative, and I let the actors define and denote as much possible as what was relevant from their point of view in relation to both problems and potentials of developing quality management by means of collaboration.

The single-person interviews with public managers – both administrative, like managerial consultants and head of department, and daycare managers – were designed as explorative interviews to give them voice to tell me about what was important in relation to their role, work, and interests. The group interviews with management teams, typically the head of department and one or two consultants, and

sometimes also the head of division, and the daycare managers were designed with likewise unstructured interview guides, also revolving around their local collaborations to establish a space to unpack and construct issues of quality management and collaborative governance practice, and their specific roles without actors from the daycare area other than managers, which also produced data on their internal social dynamics and meaning negotiations. Although I constructed unstructured, exploratory interview guides for all interviews, the second and third rounds of interviews rather turned into conversation-like talks on the topics important to them instead of formal interviews, because of my time in the field.

The research interview is an unnatural, socially constructed event different from everyday organizational life, but I find that the interview creates a space where actors can talk the problematics of situated relevance into existence. This is especially true in the case of semi-structured exploratory interview guides because participants then lead the discussion and communicate significant discourses in play – and thus elucidate the situated ways of negotiating and possibly struggling over particular meanings and matters in question. When one is using interviews, one has, of course, an ethical responsibility to critically consider how the interview and the themes questioned might affect the participants during the interview and, afterward, in relation to their ongoing communication in everyday life. Furthermore, in group interviews, the researcher must attend to the emerging group dynamic, and reflect upon the situated dynamics in relation to analyzing the data as situated in interviews. This implies keeping in mind that the interview is an artificial construction – and thus taking that into account when analyzing and writing (Alvesson, 2003; Buchanan & Dawson, 2007; Beech, MacIntosh, & MacLean, 2010).

Variations of participant observations

It can be argued that “*all* social research is a form of participant observation, because we cannot study the social world without being part of it. [F]rom this point of view participant observation is not a particular research technique but a mode of being-in-the-world characteristic of researchers” (Atkinson & Hammersley, 1994: 249).

Accordingly, I use this notion as an overall label for the various modes and methods I applied and developed during fieldwork to approach the organizational discourses and related social and material practices emerging empirically as constitutive to collaborative governance. This involved changing my research practices (e.g., writing field notes and sound recording) and role (being very quiet or very participatory) in relation to the particular location (at daycare centers, e.g., playgrounds, hallways, staff rooms, managerial office, meeting rooms, or at city halls and other local government premises, e.g., administration offices, hallways, meeting rooms, council chambers, entrance areas), and in relation to what field actors invited me to do (e.g., children asking me to play or help them, or daycare managers asking me to read their quality-management reports, or public managers asking me to help framing a collaborative event).

So the participant observations changed between being more and less participatory: between predominantly watching and listening to what was happening, to becoming part of the conversations and discussions (due to my time onsite, the actors often regarded me as a conversation partner), and to being active by asking questions and interacting in, e.g., workshops. This enabled me to access all sorts of interactions and produce a varied data-set. Across the changing participant observations I asked for and attended to explicit formations and struggles over meanings and matters of issues related to the QMI work, to collaboration, as well as to taken-for-granted meaning constructions and practices, without questioning the matters explicitly. I thereby sought to enable myself as a discourse-oriented ethnographic “stranger” attending to both the strange and familiar of everyday life complexities that may not be seen as relevant or voiced by “insiders” but that might be analyzed as constitutive – in this case, to collaborative governance in relation to local QMI work of two local governments (Yebema, Yanow, Wels, & Kamsteeg, 2009). As such, I directed attention to the explicit, implicit, silenced, and even unnoticed by other actors involved in the communications.

With regard to both being more or less participatory and attending to particular meanings and matters either explicitly or implicitly, I do not believe it possible to be onsite without affecting the situation in one way or another; neither do I imply that

not being there prevents affecting the data-collection (Atkinson & Hammersley, 1994; Cunliffe, 2009). Rather, I emphasize this because it both involves changing one's methods along the way and thereby embodies an opportunity to produce rich data, because by accepting himself or herself as part of the field, the researcher can engage in conversations and community life that can help him or her gain access to both formal and informal organizational constructions. For the same reasons, however, it of course also demands that the researcher critically reflect upon how her participation constructs the data – both during fieldwork, analysis and writing (Shotter, 2010; Alvesson, Hardy, & Harley, 2008; Davies, Browne, Gannon, Honan, Laws, Mueller-Rockstroh, & Bendix, 2004).

This involves changing research participation and attention according to the situation – which, in relation to my fieldwork, could occur in the same day, at the same event or meeting – although one kind of behavior or attention had been decided beforehand: part of my participation being continually negotiable. At the start of the fieldwork, I would, e.g., explicate my positioning by stressing, “I don’t know much about this kind of work. Please tell me whatever you think is important” or “I will just try to watch and learn” or “Don’t mind me. I’m not evaluating you; I’m just trying to get a grip on what is going on.” Or the opposite, if I was part of a meeting or workshop, saying, “Can I ask you what you mean by that?” or “Can you show me how or give an example?” or in some situations asking actors if they could write a short reflection note after a meeting or a work task related to the QMI projects. The latter, however, worked only if I asked actors as part of an interview or workshop situation where I had brought paper for them to write on. Later in the process, when actors were used to me, I could change my mode of participation easily according to the situation and my interest in, e.g., a conversation between two actors, as they took me as part of the community.

This is useful to produce rich data – e.g., informal corridor conversations and e-mails about issues not otherwise told – but it is also a challenge for the researcher not to become too familiar and then not keep her critical curiosity and “strangeness,” and to distance himself or herself to critically analyze data (Yebema, Yanow, Wels, & Kamsteeg, 2009). I experienced this challenge by sometimes being conceived of as

an insider and thus became part of some conversations and activities. Sometimes being seen as an outsider enabling me to ask certain “stupid” questions but also to be “used” by actors to listen to their version of given issue. Although this may be challenging, it produces interesting data, which, however, also demands certain ethical considerations regarding, e.g., which narratives and storylines can be used in the analyses and writing up (Buchanan & Dawson, 2007). To deal with the challenges of distancing myself, I took periods of time away from the empirical sites to allow myself to detach and position myself as a researcher at a university. To affect how field actors treated me as insider/outsider, explicating my approach as more or less observant also helped at times. But these challenges are not solvable *per se*; rather they are ongoing matters to consider and reflect on during and after fieldwork (Cunliffe, 2009; Yebema, Yanow, Wels, & Kamsteeg, 2009).

I planned always to fill in observation notes with info on time, place, participants, and activities for all fieldwork, but when I started, various types of field notes became relevant (Atkinson & Hammersley, 1994). When I spent time at a daycare center at staff meetings, management meetings on during educational activities concerned with quality management, I would write field notes and audio-record the meeting, sometimes also shooting photos. Other times I had to rely on my memory and the audio recorder if it was not possible to write (e.g., when at playgrounds and I was following teachers and children moving a lot) or it was inappropriate (e.g., when there was a big disagreement between staff at meetings, or when a sensitive subject was taken up). The participant observations at city halls mostly concerned meeting activity and workshops and time in between. Sometimes I could watch and write, but mostly the public managers included me in the discussions, or I was part of the meeting agenda or workshop interaction. At these times, I would have to wait to write field notes on the train ride home. But I always carried an audio recorder, and much of these recordings was used to reconstruct field notes and was often transcribed shortly after the events. I will return to this in relation to my analytical processes further down.

Developing methods for multiple modes of actors, practices, and sites

As often done in ethnographic fieldwork, the methods are varied and developed along the way to follow the situated production of meanings and matters within the local organization (Atkinson & Hammersley, 1994; Yebema, Yanow, Wels, & Kamsteeg, 2009; Cunliffe, 2009; Shotter, 2010). Inspired thereby, I sought to be methodologically responsive according to the local situations, and so changed my participation in that relation.

Much of the fieldwork involved participating in meetings about or actual events of interorganizational collaborations. Informed by participatory engagements in organizational discourse and social constructionist research (Fairhurst & Grant, 2010, Shotter, 2010; Grant & Marshak, 2011; Beech, MacIntosh, & MacLean, 2010) and the idea of engaging in community life in organizational ethnography (Cunliffe, 2009; Yebema, Yanow, Wels, & Kamsteeg, 2009), I sought to critically participate in the QMI work between and within collaborations by both observing and taking part in discussing with the actors alone, in meetings, and during group work when invited to (e.g., at workshops, but also in the explorative interactions of interviews). The participant observations then also involved participatory engagement by my asking specific questions or initiating certain interactions to, e.g., unfold versions of “problems,” “possible solutions,” or “good vs. bad quality” in relation to their collaborations to develop new quality-management methods in daycare governance.

But even though I sometimes took part in the discussions and group work, I always sought to distance myself in a meta-position to enable myself to observe and follow the ways in which various actors reacted and communicated in collaboration and in everyday work life. For example, during the fieldwork at interorganizational collaborations, when asked to voice my view or present my perspective as an observant, I used the words and problematics voiced by the partnership or other actors involved so that the discourses I might help address were locally embedded, coproduced, and recognizable. Thus, there is no doubt that through my fieldwork, I have participated in the communications and thus co-produced the data. But from my point of view, this has also given me access to rich data, because field actors addressed me as one of them.

A critique often aimed at discourse studies in relation to both fieldwork and analyses is the overemphasis on linguistic practices (Iedema, 2007; Philips & Oswick, 2012; Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014). During my fieldwork, I also developed methods in response to the local situations with a particular sensitivity to multimodality - multiple modes of expression. These were both concerned with multimodality in terms of human and non-human actors and modus (written, oral, bodily, technical, physical or other materials) as well as expression (what organizational construction was emerging). The idea was to engage in studying the constitutive dynamics of discourse in terms of the production, dissemination, and consumption of texts and related social and material practices emerging through or in relation to collaboration in the QMI work. For example, asking actors for things, objects, or texts of importance for quality management or collaboration was one method to collect data of both linguistic (by the way they described the objects' importance to their work) and other material modes (of the objects such as computers, photographs, phones, reports, particular spaces) from within particular sites. Examples of such methods for collecting data sensitive to the multimodality of discourse include the following:

Reflection notes: Occasionally, actors told me about their ideas, hopes, or concerns in relation to QMI and the emerging collaborative governance practices. I started to ask participants to write their thoughts in relation to QMI work and the collaborative encounters they took part in, and give the notes to me if they felt like it. The reflection notes could concern specific things, e.g. "What are your biggest fears and what are your biggest hopes for the local collaborative governance work?" or "How does the workshop today affect your work tomorrow?" This was one way of collecting data without necessarily being there, but also giving actors a possibility to voice their ideas, thoughts, worries, and hope concerning the QMI work without having to share it with the other actors, or even with me, if they did not want to.

Document tracking: Throughout the fieldwork, actors told me about existing problems with quality-management methods and ideas for new forms of quality management, and many of the challenges that were described were exemplified by written documents and the lack of quality actors found to be represented in the

writings. Thus, I developed the idea of tracking some of these problematic cases; e.g., at or after managerial meetings or workshops, I asked both daycare managers and public managers to help me track such documents in relation to where they were authored, who was involved, where they were sent, what happened to them, who rewrote them, and so forth. In that way, actors helped me produce data sources of texts and reflected on their quality along the way.

Organizational images and mapping: In relation to some of the interviews, but also in a few workshops where I was invited to participate in collaborations, I asked actors to, e.g., draw an image or map out their view of the organizations they worked in/with. This was both to mix methods that could produce different types of data and also to activate modes of meaning production other than linguistic (Iedema, 2007). The first time I did this with, e.g., the management teams, it created confusion. In one situation, a head of division just referred to the formal organizational charts on the website of the municipality. However, in other situations, the actors were intrigued by the different questions and responded by unfolding and discussing the issue with great interest. In the article following this chapter, I explore potentials and problems of developing methods sensitive to the multimodality of organizational discourses.

Data collection and sources

As mentioned, I started the fieldwork in the fall of 2010, and it continued on and off until fall 2014 (disrupted by 10 months of maternity leave). A fieldwork timeline is illustrated below in table 5.⁵

Table 3: Data collection timeline and total data set

Date	Activity and data	Participants
Aug –Dec 2010	4 interviews (unstructured, exploratory) Data: audio recording, photos, field notes, org. docs and charts	Daycare managers
	4 interviews (unstructured, exploratory) Data: audio recording, photos, field notes, org docs and charts	Public managers
	2 governance labs , participant observations. Data: field notes, photos, audio recording, e-mails, reflection notes	Management teams, daycare staff, politicians
	1 group interview (unstructured, exploratory) Data: audio recording, photos, field notes, org. docs and charts	Public managers
	40 days of participant observations, daycare/city halls Data: field notes, audio recording, photos, org. docs, listening notes, meeting and workshop agendas	Daycare managers, teachers, children, parents, public management teams
Jan– June 2011	1 group interview (unstructured, exploratory) Data: audio recording, photos, field notes, org. docs and charts	Public managers
	2 QMI workshops , participant observations Data: field notes, photos, audio recording, materials: QM reporting, e-mails, reflection notes	Public managers, daycare staff
	4 governance labs , participant observations Data: field notes, photos, audio recording, materials: QM reporting, e-mails, reflection notes	Management teams, daycare staff, politicians
	4 public management labs , participant observations Data: field notes, photos, audio recording, org. charts, e-mails, reflection notes	Public managers

	2 partnership conferences , at daycare centers/city halls Data: field notes, photos, audio and video recording, materials: children's drawings, listening notes, e-mails, reflection notes	Management teams, daycare staff, politicians, children and parents, union representatives, public managers from other sectors (app. 60 people)
	1 governance lab across municipalities and partnership , participant observations Data: field notes, photos, audio recording, video recording, org. mapping, listening notes, e-mails	Public managers, daycare managers, teachers, union representatives
	40 days of participant observations, daycare/city halls Data: field notes, audio recording, photos, org. docs, listening notes, meeting and workshop agendas	Daycare managers, teachers, children, parents, public management teams
Aug –Dec 2011	1 partnership meeting , participant observations Data: field notes, audio recording, agenda, e-mails	Public managers, union representatives
	5 public management labs , participant observations Data: field notes, photos, audio recording, new org. charts and political committee, e-mails, reflection notes	Public managers
	2 daycare manager labs , participant observation Data: field notes, photos, audio recording, agenda: managerial docs, org. charts, listening notes, e-mails, reflection notes	Daycare managers
	3 governance labs , participant observations Data: field notes, photos, audio recording, video recording, materials: education plans, posters, listening notes, e-mails, reflection notes	Management team, daycare staff, politicians

Jan– June 2012	1 interview (unstructured, exploratory), on the phone Data: audio recording, photos, field notes, official docs and charts	Public manager
	15 days of participant observations, daycare/city halls Data: field notes, audio recording, photos, org. docs, listening notes, meeting and workshop agendas	Daycare managers, teachers, children, parents, public management teams
	1 partnership workshop at national conference Data: official docs, booklet, posters	Public managers, politicians
	2 public management lab , participant observations. Data: field notes, photos, audio recording, org. charts and mapping, e-mails, reflection notes	Public managers
	3 governance labs , participant observations Data: field notes, photos, audio recording, video recording, meeting agenda, booklets, listening notes, e-mails	Management team, daycare staff, politicians
	2 daycare manager labs , participant observations Data: field notes, photos, audio recording, agenda: managerial docs, org. charts, listening notes, e-mails, reflection notes	Daycare managers
	1 governance lab (policy) , participant observations Data: field notes, photos, audio recording, agenda: managerial docs, org. charts, listening notes, e-mails, reflection notes	Politicians (10 from all sectors), management teams (6 people)
	3 group interviews (unstructured, exploratory) Data: audio recording, photos, field notes, official docs and charts	Public managers
	1 group interview & workshop (unstructured, exploratory) Data: audio recording, photos, field notes, official docs and charts	Daycare managers, teachers

	1 partnership conference , participant observations Data: field notes, photos, audio and video recording, materials: children's drawings, listening notes, e-mails, reflection notes	Management team, daycare staff, politicians, parents, union representatives, other sector managers (90 people)
Aug–Dec 2012	1 partnership conference , participant observations Data: field notes, photos, audio and video recording, materials: children's drawings, listening notes, e-mails, reflection notes	Management team, daycare staff, politicians, parents, union representatives, public managers from other sectors (app. 150 people)
	1 CG network meeting , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like posters, booklets, etc.	Public managers
Jan–June 2013	1 partnership conference , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like invite, article, booklets, etc.	Public managers, daycare staff, politicians and the Ministry of Interior, union representatives, public managers from other sectors
	1 CG organizing team meeting , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like posters, booklets, etc.	Public managers, daycare managers
	2 CG network meetings , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like posters, booklets, etc.	Public managers

July 2013–May 2014 Maternity leave		
May – Sept 2014	2 CG network meetings , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like posters, booklets, etc.	Public managers
	2 CG daycare marketplaces , Participant observations. Data: field notes, audio recording, video recording, photos, org. docs, and presentations	Management team, daycare staff, politicians, parents, union representatives, public managers from other sectors (app. 200 people)
	1 CG network workshop , participant observations Data: audio recording, photos, field notes, e-mails, org. docs like posters, booklets, etc.	Public managers, workshop participants from public sectors
Total	Data set: 95 days (3–8 hours) of participant observations of <ul style="list-style-type: none"> - Everyday work activities - 16 governance labs - 10 public management labs - 4 daycare manager labs - 2 QMI workshops - 6 partnership meetings/conferences - 7 CG network meetings/organizing team - 2 CG daycare marketplaces - 15 interviews (single/group) 	

Data sources:

- Field notes
- Audio recording
- Video recordings and partnership-produced 1 daycare marketplace video
- Photographs
- 5 partnership newsletters
- 1 partnership article
- Participants' drawings, maps, notes, reflection notes, e-mails
- Organizational charts, quality reports, education plans, meeting agendas
- Municipal websites

I worked in various participant observation modes in multisite fieldwork during two municipalities' development of new quality-management methods by means of multiple collaborative practices and events. Although the period is extensive, the intensity of fieldwork varied from being onsite for longer periods in the fall of 2010, during which I also participated in existing quality-management work, and in shifts between tasks, and contexts of the different collaborative meetings and workshops. Throughout 2011–2014 my fieldwork focused primarily on the emerging collaborations, and thus my onsite participation focused on particular events and the shifts between those and other work situations. During this period, the fieldwork became adapted to the calendar of the municipalities and to my doctoral studies, including time for PhD courses, analyzing, reading, writing, and attending conferences. In the following, I will describe the data sources collected and the activities of fieldwork depicted in the above table.

Interviews: Data sources include field notes, audio recording, reflection notes, participant-authored organizational images and mapping, formal organizational charts, and documents referred to by actors during interviews.

Participant observations from everyday work activities: Data sources include field notes, audio recording, and some video footage and photographs from everyday work activities related to existing quality-management methods and developing new quality-management methods across sites of city halls and daycare centers. The participant observations at daycare centers included taking part in daycare managers' and teachers' meetings about existing and new quality-management methods like education plans and reporting, but also shadowing them during their use of these methods, e.g., in relation to supporting a group of children's development of friendship, language skills, motor function skills, etc. In relation to participant observations at city halls, this included my participation when public managers discussed existing and new methods and use of education plans, quality reports, and quality measurements, plus reading existing documents. It also included participant observations between meetings, in laboratories, in hallways, and outside of the city halls or conference venues.

Governance labs: Data sources include field notes, audio recording, some video footage and photographs, and participant-made notes from governance laboratories with actors from all stakeholder groups, such as politicians, public managers, daycare managers, and teachers, and from time to time also children, parents, and union representatives. These laboratories took place primarily at city halls or other municipal locations, but sometimes also at daycare centers. They included workshops on knowledge sharing and idea creation and multi-actor discussions of existing and new quality-management methods, their potentials, and their challenges.

Public management labs: Data sources include field notes, audio recording, photographs and participant-made drawings, and maps and notes from public management labs with actors such as head of department, managerial consultants and sometimes also the head of division. These laboratories took place at city halls primarily. They included workshops on quality-management case tracking, role clarifications, reflective team discussions on public management challenges,

knowledge sharing, and idea creation, plus discussions of existing and new quality-management methods.

Daycare manager labs and QMI labs: Data sources include field notes, audio recording, photographs, and participant-made notes from daycare manager labs with daycare managers from across the municipalities. These laboratories moved around between the different local daycare centers. They included reflective team discussions of daycare manager challenges, idea creation, and explorations of new method designs, plus discussions of existing and new quality-management methods, their potentials, and their challenges. QMI labs included daycare managers, daycare staff, and public managers discussing existing and new quality-management methods.

Partnership meetings and conferences: Data sources include field notes, audio recording, photographs, and participant-made notes, articles, meeting agendas, and minutes from partnership meetings and conferences, which included actors such as representatives from unions, public managers, daycare managers, and teachers, and sometimes politicians, parents, and children too. These meetings took place at city halls or other conference venues or cultural sites, but sometimes also at daycare centers. They included presentations of local project work, workshops on knowledge sharing and idea creation, and multi-actor discussions on existing and new quality-management methods, their potentials and challenges in terms of results.

Network meetings and organizing team: Data sources include field notes, audio recording, photographs, and participant-made notes, articles, meeting agendas, and minutes from network meetings and organizing team meetings with public managers and sometimes daycare managers involved in the organizing of daycare marketplace. These meetings took place at the city halls. They were used to idea generation, to deal with design and implementation issues, including hands-on discussions on existing and new quality-management methods.

Daycare marketplace: Data sources include field notes, audio recording, photographs, video footage, and meeting agendas and minutes from daycare marketplaces, which included actors from all stakeholder groups such as politicians, public managers, daycare managers, daycare teachers, and parents. These events took place at city halls or other local government premises. They included two parts: One was in an area of

daycare booths, in which local daycare centers decorated a small area with different media: videos, PowerPoints, photographs, music, posters, materials from the centers like toys, natural materials, foods, etc. The second part involved workshops in which local daycare centers presented, reflected upon, and evaluated their education planning in depth with workshop participants.

Data management

When I started fieldwork, I kept a logbook that was connected to my calendar, where I noted date, time, place, participants, activities, data sources, and initial analytical curiosity. In my office, I also established a system to keep things in relation to when, where, who, and how. This data management produced an order in connection to a chronological timeline and multi-site conception of the collaborative governance cases. As a baseline for systematically assuring the management of data, this way of ordering was fine, but when I started the analytical processes, I used various techniques for exploring analytical categories and patterns. I will return to this shortly.

In relation to my data management, I also started transcribing data sources into texts, after importing them into the program NVivo. I (and a student assistant) transcribed selected audio recordings (nearly 400 hours) immediately after the recordings were made when I had recorded something I was puzzled by or found defining or critical. Other times I replayed the recordings and transcribed parts of them. I transcribed loosely in the sense that I wrote who said what and what sounds were recorded, but not in a conversation analytical manor. I noted longer pauses, laughter, noises, etc. (this guidance also applied to the student assistant) but only in direct relation to analyzing I listened and transcribed in greater details if it was necessary to explore the analytical point (e.g., if an argument or reformulation, meaning change of subject or meaning production, occurred).

This also applied to videos, although I did not do a lot of video recording due to ethical restrictions (e.g., parents' acceptance is needed at daycare and other colleagues' acceptance at city halls). Another thing is that people may be more

affected when a camera is recording than when one is walking around with a small voice recorder, although they always knew that I used a recorder. Also, analyzing video is a very demanding task, as the complexity of multimodality is highlighted in such visual representation, both offering the retrospective analyses rich data but also complicating the work to direct and determine one's focus. I noted in the logbook when I also had video footage and photos, to be aware of these data sources in relation to the analyses.

Although this was prior to the analytical work, it was quite important as an initial coding of which data sources to use later. I thus put coding ideas and emerging analytical points in the logbook connected to my calendar. Although I had started using NVivo, and I found it useful to manage data in terms of, e.g., timelines, themes, etc., I also found it to have a distancing effect, meaning that I felt it was harder to grapple with my data when analyzing. Thus, I kept on using and developing the logbook in an Excel document. This I found to produce a more accessible overview of all my data, although it was a less sophisticated and complex system, where I could not technically connect, e.g., transcripts, photos, and organizational documents. Instead, I noted which data sources I had produced in relation to the events. This may sound old fashioned, but throughout my fieldwork and analytical processes, I found that this helped along with the digital data management of NVivo. The logbook also proved useful when I started the actual analyzing, which we turn to now.

From data management to analysis

Within the first couple of months after I started my fieldwork, I had developed three parallel data management systems: one physical in my office, one analog in a logbook, and one in NVivo. Along the way, I worked in all three, but when the analytical work became more dominant time-wise than empirical fieldwork, I found my logbook especially important. This logbook was written and rewritten several times in both Excel and Word documents when I was trying to find and create analytical patterns. Thus, the timeline shown earlier is a result of multiple iterations and a version I find helpful to communicate the connections between fieldwork, data and analytical foci. As such, it has become part of “a ‘discursive event history

database' that depicted 'who said what and when'" (Hardy & Thomas, 2014: 327) in the data I collected through fieldwork. Thus, I will unfold the analytical iterations involved in producing this.

The logbook firstly consisted of three columns, one on date and place, one on participants, and one on activities. But I quickly found that I needed two extra columns, namely one with a space to put in empirical categories (quotes, subjects, issues with 'local' language, communications, and resources) and one with initial coding ideas and analytical curiosities. For example, early in the data collection, I became curious about especially the managers talking about their own roles and how they were challenged in their work with quality management and development in daycare governance, with their (lack of) collaboration with other actors within the daycare sector, with their collaboration with such actors in the laboratory workshops, and with the expectations of their role in connection to different governance forms. So in the logbook, I noted local categories like "I see my role as the translator or a link" and then "managerial identity construction" as my analytical curiosity.

This, of course, amounted to many empirical categories like "translator," "them-us," "hierarchy," "daycare quality," "collaboration," "dilemmas," "field of tensions," etc., so I needed to work in a more focused way in analytical iterations. I thus selected an amount of different data (field notes, transcripts, documents, photos, e-mails, etc.) from various sites, and I performed an open coding in terms of analyzing these data by following what was being said, shown, or done (broadly communicated) by whom to whom about whom, where, and how in relation to developing quality management through collaborative governance. This amounted to local categories such as "the manager" (old, new, good, bad), the "public management work" and "quality management" (hierarchy, accounting, reporting, politicians vs. daycare staff, public service, political systems, and democratic rights), and needs, potentials, and problems with public organizational changes and innovation (fiscal crisis, cost efficiency, cuts, NPM, lacking resources, bureaucracy) and daycare quality development (the good life of children, educational practices, good staff, political visions).

This led me back to the literature searches I had done at the start of the study. I worked by continuously moving between the data produced and the phenomena

voiced therein and the literature echoing such. When I analyzed, e.g., interview transcripts and field notes and a certain local category emerged and reemerged across data, I “mirrored” it in both collaborative governance and other public management literature and in organizational discourse studies to explore the phenomenon and problematize it at the intersection of empirical data and these theorizations. This mirroring qualifies the analyses by asking about the relevance and scope of a potential unit of analysis in “conversation” with the empirical field and with studies of other such empirical fields in various theorizations. This point will be unfolded in the section on analyzing further down.

I started rereading and mirroring some of these categories in the public management and collaborative governance literature, which made me add another column, namely public management studies on collaborative governance. Here I found some definitions, foci, and analytical findings that resonated with the empirical categories, so I put in discursive constructs from the public management literature in this column, e.g., “hybrid organizing”, “PA-NPM-NPG”, “complexity”, “challenges”, “the new role of managers”, “co-creation”, “public innovation”, “collaborative design”, “power”, and “management tensions”. Concurrently, I was affected by my readings from organizational discourse studies and social constructionist, poststructuralist interests, so I also added a column to put in analytical foci from these studies. This produced a layer of analytical points concerned with “identity and agency constructions”, “positioning and subjectification”, “quality management and development communication”, “public management and governance discourses” of, e.g., PA, NPM, and NPG, “organizational change and organizing processes”, “power relations”, and “struggles over meaning and matter.”

Thus, the analyses in the articles developed in the tensions of these iterations through which I explored various patterns, intersections and unfolding potentials – sometimes on the analysis’s own terms (very empirically embedded), sometimes more strongly guided by theoretical interest and specific analytical concepts. These analytical explorations were presented and developed at various doctoral courses and at conferences, and I have ended (thus far) with pursuing and saturating three analytical foci, namely (a) one concerned with my methodological exploratory approach to

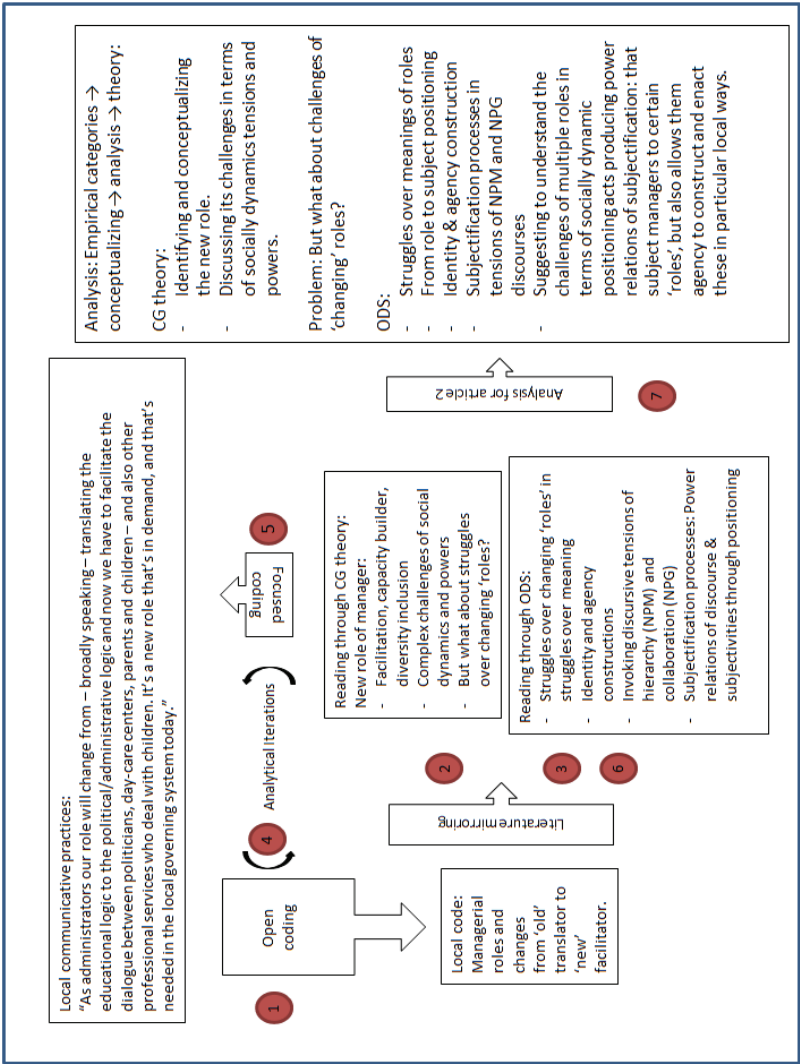
fieldwork and multi-methods, (b) another on the changing roles of managers, and (c) a third on emerging design and implementation issues of collaborative governance. The logbook thus exists in multiple versions, all of which have been important for my analyses; however, four versions are especially useful to communicate the conceptualizing and analytical points of the articles: One logbook version was of a discursive event history database,⁶ of which a condensed version was shown earlier in table 5. The other three are focused particularly on the analytical processes and theoretical conceptualizing for article 1, 2, and 3 (see Appendix B, C, and D).

In the analytical processes, I have tried to follow empirically embedded movements, patterns, ruptures, and inclusive/exclusive categorizations, enactments, etc. and work through these in relation to the analytical attentions (derived from theorizing) and thereby construct and reconstruct coding clusters of both empirically and theoretically grounded analytical foci. Thus, the idea of putting aside clearly defined a priori analytical categories and “giving voice” to the empirical worlds has been somewhat guiding, though I do not deny the influence of my poststructuralist theorizing and analytical interests. My point is that the analytical process is conducted through several re-readings of the data looking for descriptions, categories, practice narratives, and discursive practices of “the manager”, “the organization”, “the collaborative governance”, “the managerial relations”, “the problems”, and “the solutions” communicated. Therefore, the record shows different codes that I have worked with, which clustered up, guided my attention, and amounted to three particular analyses along the way.

Figure 3 (below) shows an example of the analytical processes conducted in relation to working out the data source displays and data coding patterns portrayed in appendix B, C, and D. Figure 3 is an example of the processes enacted to produce article 2 and thus relates to appendix C. The same procedure was used for article 3. Although the analytical processes are iterative and often messy, I have marked numbers (in red) to fixate some of the stages in the processes. These are as follows:

- 1) Open coding: Reading through data and marking particular local practices, which stand out in an open coding but may be related to a particular subject matter. In this example, the empirical actors were concerned with the role of the manager; so many local practices embodied this category. Letting the local practices “speak” of the issue – which words, connotations, visualizations, bodily, technical, and or spatial modes are use, with which effects – thereby identifying local categories, in this case, “new” and “old” roles.
- 2) Reading local categories through literature about collaborative governance (CG): In collaborative governance studies, as explicit theory (more and less descriptive and prescriptive) of this form of governance practice, and thus offering conceptualizing and analyses articulating characteristics of this and related phenomena, and thereby identifying and co-producing discourses related to such issues. In this case, mirroring the local categories in the literature points to issues of the new role but also shows that the literature does not discuss the challenges of changing roles.
- 3) Reading local categories through organizational discourse studies (ODS): In this literature the problems of public managers and struggles over meanings are connected to identity constructions, turning attention to the local production and/or invocation of certain emerging, dominating or marginal discourses, and offers conceptualizing to understand the struggles over roles in terms of subjectification processes.
- 4) Focused coding: In order to qualify these readings and their analytical potential, analytical rereadings are done through several iterations of the same data and new data to see whether I find the same local practices and to destabilize my analytical patterns. This is done through both open and focused coding processes.
- 5) Focused coding involves reading the same and new data with the conceptualizations in mind, in this case, management tensions and power (from CG) and subjectification processes (from ODS). When these iterations have been conducted and a certain analytical pattern has reappeared, the focused coding leads to a detailed analysis of a selected data set.

Figure 3: Analytical process, example from article 2



- 6) This detailed analysis is conducted with selected analytical concepts to see which analyses are produced and how they inform the subject matter. Through this process, I found that the concepts of management tensions and power relations within the CG literature could not help unfolding the challenges of changing constructing new and between roles. In this case, ODS and post structural psychology offered valuable analytics in terms of subjectification processes and, more specifically, positioning.
- 7) Article analysis: The detailed analysis is then condensed into particular analytical points relating to the literature mirroring and accumulating into findings that both show empirical aspects of the issue and offer conceptual discussion and theoretical suggestions, in this case, at the intersection of collaborative governance literature and organizational discourse studies.

In this way, the analyses are compositions accumulated through iterative movements between empirical engagements, reading literature on collaborative governance and public managers, and theorizing, analyzing, and writing papers. In this aspect, they have emerged in a process that is much messier than the linear way they are presented in the papers' sections on findings. Another important aspect of this composition of analytical findings is the translation from Danish to English. All the data in this study is in Danish, so during and after the analyses, I translated parts of the data used in the papers to English. In this respect, some of the signifying points of the data examples may be lost, but I have tried to accommodate the Danish meanings in the English translation, meaning that translating the point has been more important than word-by-word translation. As some of the points refer to very local signifiers, this has been challenging, e.g., when actors refer to cultural or political characters invoking certain humor, approval, or resentment by using their names or other referencing examples. However, I have tried to use examples that were more easily translatable.

Returning to the role of the researcher: Potentials and problems

During my fieldwork in the two municipalities QMI work from 2010-2014, I combined discourse-based and ethnographic approaches. Thereby, I developed variations of participant observations and exploratory interviews, including different multi-methods developed along the way. This meant that I studied the emerging collaborative practices and events by both watching, discussing and questioning the work in more and less participatory modes, and in so doing sometimes highlighting my interests in certain issues, e.g. the diversity of actors, of “many languages” and in potentially multiple interests, and thus of multiple local versions of subjects such as “quality”, “collaboration”, “co-creation”, “better quality-management methods”, and “results”. This in interest I showed sometimes supported, while other times challenged the actors’ in their attention to collaborative governance without “romanticizing” the idea of collaboration (Huxham, Vangen, & Eden, 2000; Purdy, 2012).

If the idea was to produce “objective” data, the changing modes of participant observations might be problematic, because the researcher role and bias always would be arguable. However, from a social constructionist stance this is always the case, as the way we produce data and ‘read’ them, too, are situated meaning productions (Philips, Kristiansen, Vehviläinen & Gunnarsson, 2013; Fairhurst & Grant, 2010; Dencin & Lincoln, 2008; Silverman, 2006). Both studies concerned with organizational ethnography and organizational discourse discuss the data collection as a construction, and thus the empirical actors and the researchers are co-productive of the “knowledge result”; in relation to the researcher, this is the case both on site, seeing particular things and asking specific questions, and when coding, analyzing, and writing up the research narratives (Buchanan & Dawson, 2007; Cunliffe, 2009; Yebema, Yanow, Wels, & Kamsteeg, 2009). This demands that the researcher critically reflects upon the potential bias that might become in effect (Alvesson, Hardy, & Harley, 2008).

In present study, I was concerned with not having an expert role, in the sense that other actors would see me as having the answers to their problems, or as a researcher who was going to judge or evaluate the success of their work. In relation to the

former, this was particularly important, because the point of their collaborative practices was to co-create new solutions and possibilities together in relation to quality management, and my interest was in the constitutive processes and effects of this work; therefore it was important to me to avoid producing the answers to their problems. As the partnership stressed the complexity of the multiple actors and thereby the many voices as both the problem and potential solution, I was attentive to the fact that I participated in exploring this problem – by talking about it, questioning it and addressing the challenges that actors voiced, but not to define potential answers. But my being part of the field was an ongoing challenge, which meant that I often tried to strengthen their role as the experts and my role as a researcher visiting them to learn about their work, its issues, and its potentials from their point of view.

A critique often aimed at discourse studies in relation to both fieldwork and analyses is the overemphasis on linguistic aspects (Philips & Oswick, 2012; Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014). As mentioned, I developed methods with a particular sensitivity to multimodality during my fieldwork. These methods were both concerned with multiple modes of expressions in terms of modus (written, oral, bodily, technical, physical or other materials) and expression (what organizational construction was emerging) that might be constitutive to the QMI work and more specifically the public managers' pursue of collaborative governance practices. The potentials of such methods will be discussed in the following article. However, in relation to biases I will just shortly mention that all sorts of interviews and participant observations may support voicing some issues, rather than others, and as such, these fieldwork methods can be used by actors more and less strategically. I have at least considered this as I analyzed the data, not necessarily to then not use the data, but to include it as a potential effect in the data.

The methods I have enacted directed attention to issues of multiple (competing, sometimes silenced) voices and discursive practices in the development and implementation of collaborative governance in relation to innovating new quality-management methods for daycare governance (Grant & Marshak, 2011; Beech, MacIntosh, & MacLean, 2010). My participation has been concerned with collecting data to enable analyses of constitutive dynamics and effects in relation to the

discursive constructions of social interactions and power relations emerging within, between, and across collaborations. I find that I have produced a quite rich but also massive data set of the significant discourses that have come into play in the formation of meanings and matters of texts and related social and material practices. This was possible due to the sometimes rather challenging varying forms of fieldwork – to become part of the community, as argued in organizational ethnography, and thus accept the co-productive role in articulating certain issues and affecting the discursive formations (Cunliffe, 2009; Shotter, 2010). But it has also demanded extremely disciplined data management, and due to the article-based format of this dissertation, only a small percentage of the data is used explicitly. Although this is a pity from my viewpoint, because I see so many nuances and issues at play, it is both the condition of such a format and also, I think, part of my education to learn to focus and determine the analytical extent to which I am concerned. This, I hope, is evident in the following three articles.

Endnotes

⁴This consisted of Professor Preben Melander, Copenhagen Business School, and Associate Professor Pernille Hviid, Copenhagen University. From 2010-2011 I was a research assistant, and my responsibility was method-development and conduction of fieldwork. But I had freedom of choice concerning both theoretical and methodological inspirations, so when my position was converted to a PhD scholarship, I was able to use the data and field access already produced. Although the research team collaborated, we had different study areas. My work focused especially on managerial and organizational processes of collaborative governance, and I will present the research design and methods I developed, although some of it occurred in collaboration with the team. Thus, the arguments in this dissertation are only on my account; I alone am responsible for any parts that may be subject to critique. I am nonetheless grateful for my collaboration with the team, and in particular the methodological creativity developed with Pernille Hviid.

⁵Abbreviations: CG = collaborative governance, QM = quality management, QMI = quality-management innovation.

⁶As this document is 48 pages, I have not attached it in the appendix, but will send it upon request.

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Article 1

Title:

Studying complexities of collaboration: Multimodality in organizational discourse ethnography

Abstract: This chapter explores the potential for developing organizational discourse approaches through ethnographic fieldwork in the context of collaborative governance: a procedure to involve stakeholders in public problem-solving of, for example, policy and service innovation. In doing so I engage with recent debates concerning the relationship between discourse and materiality and the calls to develop multi-method approaches to study their co-constitutive effects on organizing,. This chapter unfolds the concept of multimodality in order to develop methods for approaching discourse-material complexities emerging from collaborative governance practices. I provide two examples of such methods developed through ethnographic fieldwork in interorganizational collaborations across actors from the welfare area of education. In conclusion, I reflect on the potential of multimodality to approach complexities of discourse and materiality, and its implications for engaging with, and understanding, issues of collaborative governance.

Form of publication: peer reviewed book chapter

Introduction

In this chapter I explore the potentials in approaching the multimodality of organizational discourse through ethnographic fieldwork in collaborative governance settings. Collaborative governance is a public management practice to involve stakeholders in interorganizational arrangements and thereby deal with public problems such as welfare policy and service innovation (Ansell & Gash, 2008). In such settings multi-actor collaboration is hoped to enable idea generation and value creation, but its socially dynamic tensions and power imbalances are also known to be conflictual and ineffective (Vangen & Winchester, 2013). Such complexities make discursive aspects and communication between actors collaborating across time and space critical issues, although they are largely overseen (Purdy, 2012). From an organizational discourse perspective these issues are matters of discursive constructions and meaning negotiations (Hardy, Lawrence & Grant, 2005). The discursive formations and communicative actions become central points of study: how are multiple actors from across multiple sites creating, and possibly struggling, over meanings of collaboration and outcomes to accomplish such forms of governance?

Organizational discourse studies offer various approaches to such a study (Grant, Hardy, Osrick & Putnam, 2004; Putnam & Mumby, 2014). By theorizing constitutive dynamics and effects of discourse they stress the role of communication and meaning-making in understanding organizational issues of e.g. power-resistance, identity construction and change processes. But discourse is considered more than a linguistic matter; it is often defined as structured collections of texts and related practices that, through their production, dissemination and consumption bring organizational elements into being (see e.g. Grant & Marshak, 2011: 208; Philips & Osrick, 2012: 436; Fairhurst & Putnam, 2014: 272). Even though organizational discourse and texts comprise both linguistic and other modes of expression such as social, visual and spatial, and therefore encompass different organizational levels, the over-emphasizing of language at the expense of material aspects remains a critique (Kuhn & Putnam, 2014).

Thus scholars are challenged to advance, because: “The problem is not just the need to work across levels that has been so often discussed, but also working across epistemological positions to move to a position that embraces the “discourse *and* materiality” and the “discourse *as* materiality” positions. By widening the methods used and bringing together methods that focus on the discursive and the material, organizational discourse analysis can make much more of a contribution to our understanding of organization and organizing” (Philips and Oswick, 2012: 470). In response, efforts are made to develop concepts approaching the relationship of discourse and materiality in terms of, for example, infused or imbricated (Putnam, 2014; Hardy & Thomas, 2014; Kuhn & Putnam, 2014). Despite these nuances, such conceptual-analytical efforts stimulate the discussions of “how Discourses are materialized and how the material (economic, political, ideological, institutional, etc.) shapes everyday discursive practices” (Mumby, 2011: 1154). However, they also make the challenges of method-developments all the more pressing, because “while there are instances of work where the conceptual-analytical and ethnographic dimensions of discourse analysis are integrated, tensions remain between discourse research defined as the application of a conceptual-analytical procedure to ‘a text’, and discourse research defined as a way of engaging with a workplace, its politics and its (dis)organization.” (Iedema, 2007: 932).

Accordingly, this chapter contributes by exploring ways to engage with the discursive issues of collaborative governance organizing – including material aspects through ethnographic fieldwork. In so doing I unfold the potential of multimodality as a concept with which to develop methods to approach discursive-material complexities of organizing – in this case collaborative governance practices in the education sector. Multimodality means multiple modes of expression, and, as such, it can sensitize the researcher’s attention to aspects other than linguistic; when integrating this sensitivity during method-developments, it can help us to engage in, and collect, data comprising all sorts of communication modes. Combining approaches of discourse and organizational ethnography is not novel, its implications are contested and often not made an explicit subject, but rather mentioned in terms of shadowing or observing (Hardy & Grant, 2012). As both approaches share interests in engaging with local meaning creation in everyday hardships and their constitutive effects on

the working lives of involved actors and particular workplace issues (Cunliffe, 2009; Shotter, 2010; Yebema, Yanow, Wels & Kamsteeg, 2009) the cross-fertilizing potential is evident, although in need for discussion.

Drawing on these efforts to advance methodologically, I will explore how multimodality enables me to approach discourse-material complexities and their constitutive effects through ethnographic fieldwork in collaborative governance cases from the welfare area of education. This will not be as a conceptual-analytical application, but as a way to develop methods sensitive to both discursive and material aspects of the issues emerging in situ, as well as across actors, time and space of collaboration. Initially, however, I will briefly present the phenomenon of collaborative governance and the case study, I will draw on. Following this, I will unfold the concept of multimodality, and then explore two examples of a method called organizational mapping, which I developed through ethnographic fieldwork in collaborative governance practices. The chapter concludes with reflections and the implications for research.

The phenomena of collaborative governance

As mentioned collaborative governance is an approach allowing public organizations to involve stakeholders in interorganizational problem solving or innovation in specific welfare policy areas and services. In governance literature various definitions exist, but broadly it can be defined as: *“the processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”* (Emerson, Nabatchi and Balough, 2011: 2, original emphasis). Such definitions of collaboration to co-create public problem-solving and innovation may be positively connoted (Ansell & Torfing, 2014) but they are not naïve; the literature also discusses the challenges of complexity in such governance and theorizes them in organizational and management concepts (Ansell & Gash, 2008; Johnston, Hicks, Nan & Auer, 2010).

The complexity of organizing collaborative governance is connoted in terms such as ‘paradox’, ‘power arenas’, ‘diversity inclusion’ and ‘management tensions’ (Vangen & Huxham, 2011; Purdy, 2012; Vangen & Winchester, 2013). Therefore, the literature highlights both the potentials and problems emerging from the diversity of actors involved and the possible conflicts of interest, which makes collaborative governance practices a major challenge – not just to managers and others affected, but also to scholars interested in studying them. One challenge is to ‘access’ collaborative governance practices empirically, another is to produce relevant data of the problematics at stake, accepting that stakes are high as collaboration is: “associated with high costs, conflicts and inertia to the extent that advantage can be hard to achieve” (Vangen & Winchester, 2013: 287). I will return to this shortly.

The empirical cases of present study involve two local governments’ work to improve quality management in the governance of early childhood education – a state provided welfare good in many Scandinavian countries. In 2010 these local governments formed a partnership with a national education union and involved a research team that I became part of. Ambitions of collaborative governance in the education area emerge along with political discourses concerned with co-creation, which manifest in collaborative initiatives in the pursue of public innovation in many welfare states currently (Ansell & Torfing, 2014). One problem voiced by the partnership to be addressed through collaborative governance was the failure of existing quality-management methods due to their written mode and one-way-communication, which was considered ‘meaningless’ by politicians, administration, education managers and teachers. ‘Different languages’ of stakeholders were seen as causing this problem, and a need to develop new working methods through collaborative governance was stressed.

From 2010-2012 various types of interorganizational collaborations developed in the local governments. In both small- and large-scale workshops, actors collaborated and developed new quality-management methods. In each municipality 4-6 interorganizational workshops of around 20 actors from across the education sector were enacted a year; these involved administrators, politicians, education managers, teachers and to some extent citizens (children and parents) too. In between these

events local workshops were held at the city halls with the management team and at education facilities with local managers and professionals, and some including children. In both local governments it was politically decided to continue developing collaborative governance practices for quality management resulting in annual 'Early childhood education markets' and 'Dialogic inspections' throughout 2013-2014. These events are being evaluated during 2015.

The interest in such cases of collaborative governance from an organizational discourse perspective shifts from general organizational models and management concepts to the discursive constructions and complex communicative actions emerging across multiple actors within and across collaborative practices and sites. Inspired by organizational discourse studies, I am puzzled by local issues voiced as, for example, 'different languages' and 'meaningless communication' causing the need of collaborative governance. From a discourse perspective this entails studying local discursive formations and meaning negotiations, e.g. by interviewing or doing document analysis of relevant texts, in order to study how this affects ways of managing and organizing collaborative governance locally. For example, how are 'different languages' talked into existence by various actors, how are they practiced in everyday communication, through particular work procedures or places spanning educational, administrative and political sites? Also, what makes some communication about quality 'meaningless' – and others 'meaningful'? Furthermore, how are 'different languages' and actors negotiated in collaborations? These questions are starting points, but my interest in studying them in depth - knowing that stakes are high for those involved, led me to consider the potential of a discourse-based ethnographic approach rather than, for example, 'just' interviewing, as a way of engaging with and developing methods sensitive to discursive and material complexities constituting particular collaborative governance issues and realities.

Approaching complexities of discourse and materiality by multimodality

As mono-modal approaches (language-based) dominate organizational discourse studies (Iedema, 2007; Fairhurst & Grant, 2010; Philips & Oswick, 2012), I will explore the potential of multimodality as a concept with which to develop methods to

approach discursive-material complexities constitutive to organizing collaborative governance in education. In doing so I draw on the efforts made to stress that “discourse is not limited to language but also include image, design, technology and other modes of meanings making; discourse and materiality co-emerge; and discourse manifests a specific, historically situated form of life” (Iedema, 2007: 931).

In response to the critique of the over-emphasizing of language in the study of organizational discourse, conceptual-analytical efforts are made to approach the relationship of discourse and materiality in terms of e.g. infused and imbricated (Hardy & Thomas, 2014; Putnam, 2014; Kuhn & Putnam, 2014). Some scholars theorize communication as the interactive process through which discourse and materiality imbricate in dialectic movements of texts and conversations, creating networks of organizing – a perspective referred to as the Communicative Constitution of Organization (CCO). While others argue, in reference to Foucault, assert that “discursive practices cannot be pried apart from the material practices that envelope and interpolate them. It is this fusion of the discursive *and* the material that generates the power effects of discourse” (Hardy & Thomas, 2014: 690). Without rejecting a mono-modal focus for analytical purposes, these scholars see the fusion as constitutive to organizing and show how it works through local resources such as bodies, space, objects and practices.

As such, these efforts offer conceptual-analytical methods to approach the discursive and material, as well as human and non-human aspects of meaning-making in relation to organizing. In my study of collaborative governance this, along with related discourse studies on collaboration, helps in theorizing and analyzing, but the methodological implications in terms of conducting fieldwork remain challenges all the more pressing to attend to. However, fieldwork methods are rarely primary subjects in these debates – often just mentioned in terms of, for example, shadowing (Iedema, 2007: 932; Kuhn & Putnam, 2014: 425). But considering the ambitions of advancing multi-method approaches to organizational discourse (Iedema, 2007; Philips & Oswick, 2012), it is useful to grappling with methodological challenges in addition to these conceptual-analytical efforts, and to explicitly share strategies for

combining and developing approaches to discourse-material complexities of organizational life.

Without advocating for one best practice of fieldwork, I argue for multimodality as a concept to sensitize our methods to approach various forms of expressions significant to constituting empirical realities. Multimodality means multiple modes of expressions, and from a discourse perspective it directs attention to a multiplicity of communication modes (human, non-human, verbal, non-verbal) to situated meanings and matters. In particular, Iedema (2007; 2011) has argued for its relevance to an alternative view on organizational discourse as co-emerging with materiality and historically contingent. This stresses that language is but one of numerous means of constituting meaning and matter, including visuals, bodies, technology, space etc. as other resources active in social-organizational becoming (Iedema, 2007: 937). Without discussing the methodological implications explicitly, Iedema mentions the potential of ethnography for this matter, while elsewhere it is stressed that “a multimodal focus pushes the data gathering and analysis to be sensitive to the symbolic, material, and/or the institutional - and future research looks to be headed in this direction” (Fairhurst & Grant, 2010: 197).

With multimodality as a methodological sensitivity I suggest sensitizing our attention and methods to approach various kinds of actors and resources in play empirically, how they infuse in constitutive dynamics and with what effects. The latter two are very much part of the analytical process, but given that it is in the mix of things, doings and sayings that meanings and matter take form and shape organizational realities, sensitizing our method designs to this both prior to, and during, fieldwork is crucial. Using multimodality as a concept to do so implies directing attention to multiple communicative modes (texts, bodies, technology, space or other materials), but also their infusion and expression (the situated construction) in relation to the particular organizational situation and issues in question. This kind of sensitivity is implied in the conceptual-analytical discussions, but it also stimulates developing fieldwork methods to approach particular discourse-material complexities in their organizational embedding. It does not demand an a priori definition of the discourse-material relationships or micro-macro levels (Putnam, 2014; Kuhn, 2012; Mumby,

2011), but rather it proposes developing methods sensitive to such relationship by their empirically embedded constructions.

Such sensitizing means to be responsive to various local resources active in the construction of the organizational phenomena by formulating certain questions (to oneself and empirical actors), deploying or developing certain ways of engaging (e.g. field notes and drawings of events, or audio recording to enable oneself to observe and interact within them), and thus producing certain kinds of data. The combinations and development of methods can be sensitized to multimodality in numerous ways. For that matter a certain amount of creativity can be useful however, with considerations of the implications in terms of empirical engagements and ethics, of data production and management. For example, an interview can become multidimensional (audio-recording, video-taping, photographs, field notes of the room, the setting, the table, the clothes), a document can become multi-layered (of fonts, pictures, lay-outs, authorship and practices), observation or shadowing can become more than socio-material by 'being there', e.g. observation can include not being there – and thus become technological (in terms of using devices, e.g. smartphones to map out movements via GPS).

Although the use of 'being out there' can be contested (Hardy & Grant, 2012: 559), ethnographic methods can be valuable to an organizational discourse study. When developing methods sensitive to emerging complexities of discourse-materiality in relation to the collaborative governance cases I studied, I was inspired by organizational ethnographic approaches to "micro interactions in the field, captured through a blend of methods including field notes, recordings of talk and meetings, visual recordings of interactions and gestures, attending meetings, participant verbal or written accounts" (Cunliffe, 2009: 231). Due to my discourse perspective on collaborative governance as constituted in emerging communicative processes and practices involving multiple actors and resources, my fieldwork was not designed as a 'classic' ethnography of one organizational site, a pre-discursive entity to enter and uncover. Rather my strategy was to approach the partnership and collaborative governance practices through following the discursive constructions emerging across actors, practices and spaces. Therefore, I designed my fieldwork to be multi-sited

through a myriad of methods to follow the communicative practices forming discourse-material complexities into particular ways of managing and organizing collaborative governance.

This resulted in methods of exploratory single and group interviews, and variations of participant observations in meetings, workshops, hallways, education facilities, telephone conversations, e-mail correspondences, and included field notes, audio and video recordings, photographs, document analysis, plus participant-authored reflection notes and organizational maps of local collaborative governance practices. All of these methods were combined and developed through more and less intense fieldwork from ultimo 2010-2012 and occasional fieldwork from 2012-2014. From time to time, research analyses were presented and discussed with the field to allow actors to reconstruct meanings; to nuance the constructions and to take research participation into consideration – both the impact in situ and as the retrospective ‘readers’ and ‘writers’ of data (Buchanan & Dawson, 2007; Iedema, 2007). In the following I will specify this method-development a bit to then explore two examples of the latter method I developed call ‘organizational mapping’.

Developing methods prior to and during fieldwork

Before elucidating this method and discussing its potential, I will briefly return to the case study for which it was developed. In the cases of collaborative governance within the education are, issues were described as ‘different languages’ and ‘meaningless’ communication of existing quality management, as mentioned. This framed my initial curiosity, which affected the first composition of methods sensitive to multimodality. To explore constructions of ‘different languages’ and ‘meaningless’ communication in relation to the need for and practices of collaborative governance I started my fieldwork with observations, exploratory single person and group interviews with the management teams (head of division, head of department and civil servants in the education departments of the two municipalities) and with the local managers and teachers in education centers participating in the collaborative governance work.

The initial data coding showed discursive constructions of ‘them vs. us’, ‘in here vs. out there’, ‘top and bottom of the hierarchy’, ‘we don’t know them’, ‘they think we don’t care about the staff and children’ and ‘they don’t understand what this reality is, what education quality looks like’. These constructions emerged across different spaces and practices of city hall offices and education facilities. The former spaces embodied small square rooms filled with computers, piles of paper, adult people, coffee smell, and sounds from Xerox machines. They were located in big buildings, either historical or modern architecture in town centers. The latter spaces comprised small rooms filled with children, toys, food, teachers, and smell distinctly of sweat and food, and are located in big houses or smaller buildings - some new, some old, often surrounded by playgrounds in residential areas. Data on these spatial modes was gathered from photographs, audio and video recordings, plus field notes and drawings of actors moving around. The actors showed me around, printed organizational charts and explained the existing quality management communication to be of ‘different languages’ and the quality reports as being ‘meaningless’ and thus their need for collaboration across the area.

To approach and question what seemed to emerge as a hierarchically constructed organization of more and less detached spaces and actors that could not understand or recognize each other, did not see each other very much – if they ever met at all, but nonetheless had quite clear understandings of each other’s positions, I developed a method I called ‘organizational mapping’. The original idea was to let human actors construct images of their ‘organization’, their position in relation to others they find relevant to their work related to ‘quality’, by use of the materials, they found significant to their collaborative governance practices. My hope was that I could question them about matters that seemed problematic and conflictual without intensifying them, but rather with dislocating attention to their own positions and understanding of their own situation in relation to others, while also collecting data of the local problems from different actors’ perspectives. I expected that this might produce curiosity about their own co-construction of problems, and I hoped it would produce data with which to analyze the constitutive dynamics in play – both in terms of linguistic meaning production, but also in terms of materializing practices through images and objects, they used in their work and when mapping it out.

As we will see, various versions of this method developed in connection to particular situations and issues. It was used both for small teams and across the whole partnership, followed by individual and shared reflections of the mapping - which produced different kinds of data. This method co-constructs opportunities for communicative actions involving multiple actors forming various discourse-material complexities that construct 'organizations' from actors' perspectives, through their positioning and negotiations of collaborative governance in the education sector.

Organizational mapping #1: Public managers' roles

During the period of occasional interorganizational collaborative workshops that included stakeholders from the educational area, such as administrators, politicians, local managers, teachers, and sometimes also children and parents, the management teams also held meetings and workshops of their own. The teams included a head of division, a head of department and managerial consultants – all with managing responsibility for the collaborative governance work. These meetings were concerned with management issues and concerns in relation to developing new quality-management methods and using collaborative governance for that. In relation to these meetings, I was sometimes asked to participate in the discussions, and, for a workshop on the managers' role in collaborative governance, I developed a three-pronged method comprising individual mapping, group reflection and discussion. As always, I wrote field notes to locate particular data 'onsite' in relation actors, actions, space, atmosphere etc. that 'set the scene':

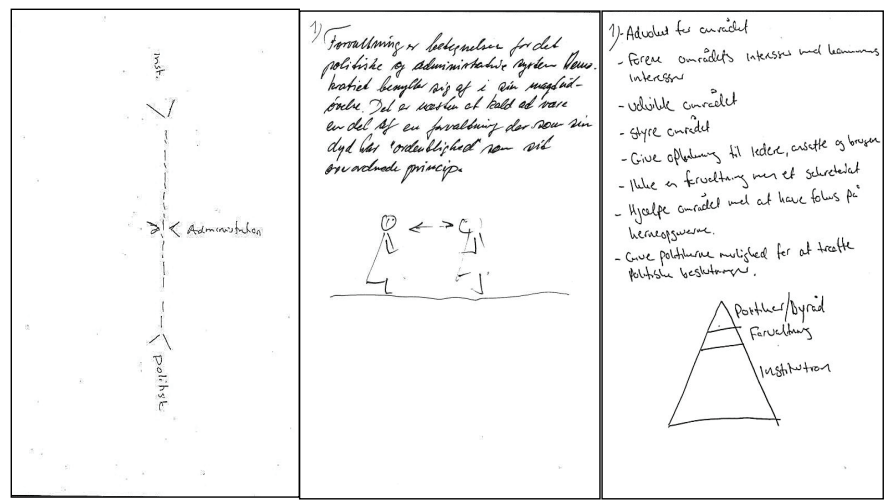
I arrive at the city hall and meet Maria in the hallway; we start chatting about traffic and a meeting from the day before, while making coffee, checking e-mails on computers and smart phones, and set up the table. The head of department arrives five minutes later in a causal fashion: 'hi guys', chatting to the secretary in the front desk and making jokes about a national TV show. Maria tells me about a current situation from a daycare center, where a parent has complained without talking to the local manager, and now demands

political involvement. The chatting goes on and 15 minutes later we sit down, but the head of division hasn't arrived yet. So we talk about how rarely the team gets to sit down together and how busy they are with different things. The head of division walks in, smiling, hand-shaking and apologizing for his delay, sits down, and tells us about a new iPad, he bought. We talk about using it to keep a logbook on the collaborative events being planned and they start discussing the last collaborative workshop, and how they struggle with not knowing the outcomes, until Maria says 'well, let's move on to discuss our role then' and we all look around nodding.

The topic of this meeting was the role of the manager, and, to engage in the exploration of this, I had developed the idea for 'organizational mapping':

I hand out blank pieces of paper, while saying that I have prepared a little exercise in relation to the discussion about their role. They smile and the head of division clap his hands together and says 'let's get to work then' while smiling. I then ask them to do a two-minute brainstorm about their management work and how they see their role on the paper. They look around a little and laugh, but then start writing in silence. After a few minutes, I ask them to turn the paper – the head of department says 'so we're done?', but I say 'no, not entirely' and ask them to draw or map out what they had written – not to produce an aesthetic outcome, I stress but to communicate how we each see the work and their role. They all laugh a little nervously 'No – come on... - are you serious?' I say 'yes', and smile. Then they start, but also glare at each other, and although keeping quiet they cover their papers from each other. A few minutes pass until they all look up.

Figure 1: Organizational mapping of ‘the rubber band’, ‘the democracy’ and ‘the secretary’.



Afterwards I asked them to share and reflect on both their descriptions and mappings, first one by one, and then in relation to one another, which leads to one and a half hours of non-stop conversation. Then I stopped them to show some quotes I had written down from earlier fieldwork (interviews and observations) concerned with the role of the manager, such as ‘the translator’, the middle person’ and ‘the facilitator’. With this we discuss commonalities and differences in relation to their earlier descriptions, their maps and what they, in the situation, see as crucial in their work with collaborative governance.

In Figure 1 we see the three organizational mappings. The following reflections about them constructed different positioning and negotiations of the managers’ role as e.g. ‘a link’ and ‘translators’ between ‘politicians’ and ‘the education field’. This positioned the managers in a ‘complex middle’ role of relating politicians, education staff and citizens to each other, which embed them in the ‘struggling area of

interests', demanding a certain agency of 'translation'. The head of department explains that:

Well, we interpret or translate the message from the top, no matter if it comes from local politicians or the law, new initiatives or whatever, to the bottom in ways that make it as easy as possible and as logical as possible and as correct as possible in order to be performed down there. And the same is intrinsic in this secretary idea of managing their interests upwards.

In the conversation, the team construct their role and agency in relation to their understanding of the organization of the education sector as a hierarchy which faces problems of detachment and 'meaninglessness' across the different actors and spaces, hence the need for collaboration. This produced data of the situated ways in which actors negotiate meanings and matters of their working life, and thereby construct organizational levels and structures – in this case in relation to education governance. In so doing they position themselves and each other in relation to that, and construct needs of collaborative governance work.

As such, this version of organizational mapping offers a method to frame actors' conversations about an issue through which to gather data of its discourse-material complexity. Firstly, the brainstorming demands actors to construct meanings of the issue in their own terms, in relation to their individual work situation, positions and perspectives. This is to allow for multiple voices, to help destabilize dominating discourses and give voice to marginal or silenced voices, although the relational power dynamics cannot be avoided – and neither should they be, as they are part of the organizational reality constructions. Secondly, the mappings materialize actors' discursive constructions of organizations – not as realistic representations, but as visualizations that make sense for actors in relation to a specific matter, at a specific time and space. Also they help to dislocate focus from actors individually if there are critical matters talked into existence, because they often looked at the drawing instead of the person speaking. The mappings produce indications of taken-for-

granted organizational characteristics such as organizational levels and hierarchical structures. Thirdly, the follow-up conversation is an opportunity to let actors negotiate meanings – in this case of management roles and organizational issues in relation to collaborative governance – with each other, to let them interrelate organizational discourses and materialities of significance to them and thereby construct particular organizational realities.

In that sense, it is a method with which to engage in the ongoing emergence of workplace organizing and positioning; as the initial field notes extract shows, a lot is happening at the same time, they talk about different things, check e-mails, make coffee etc. – so this method is also a way of focusing the actors' attention occasionally to make sense of what they do and with whom. That being said, I do not see it as a method to represent something static, or necessarily to change or direct future work, but more as a situated construction of what is at stake locally, which is negotiable and can be repeated occasionally if studying a process over time. In this case it offered both linguistic and visually materialized data, of which analyses can give insights to the managers' understanding of the existing organization of the education sector in a hierarchy; their role and problems creating a need for interorganizational collaboration. Furthermore, their reflections regarding this also shed light on the potentials and challenges they see in collaborative governance practices, such as understanding each other across diverse actors and locations on the positive side, but risks of conflicts, lack of accountability and disorganizing on the negative side.

Organizational mapping #2: Organizing collaborative governance

Another version of 'organizational mapping' was developed at an interorganizational collaboration conference involving actors from the partnership, including both municipalities and the union, comprising around 25 people consisting of teachers, local managers, public managers and representatives from the education union. The aim of the meeting was to get an overview of the status quo and emerging solutions from the different workshops, and actors had brought materials and 'results' from

their local work. The meeting included orientation, plenum discussion and workshops. The partnership had also asked the researchers to participate to obtaining such an overview. For this matter, another version of organizational mapping was developed for a larger group, with which to collect data on their communication of the organizing of collaborative governance practices and their relation to each other across different workplaces while doing so.

This resulted in a three-pronged method comprising 1) collective mapping, 2) group reflection, and 3) a result discussion. To discuss the use of this method and the insight into the discursive and material complexities involved in organizing collaborative governance, about which it produced data, I will describe its steps. The first step includes a massive piece of wall paper rolled out on the floor. Then actors are asked to discuss in smaller groups what kind of work they participate in to develop new quality-management methods, who they collaborate with and how they are organized in relation to each other – if so. Around the wall paper all sorts of materials are placed, such as drawing equipment, tape, post-its etc. The actors are asked to map out their work on the wall paper during their conversations. They are asked to communicate it through whatever means they choose and, if needed, to make use of objects from their everyday workplaces. The next step involves sharing their ideas and reflections in relation to what they put on the map: what they see; what they intended to communicate; and what they think about the (dis-)organizing materialized on the map. The third step includes a discussion about which kinds of results are seen from the different actors' perspectives, and how they relate this to each other.

As shown in Figure 2 (below), this method activates the actors in other ways than the usual. Interviews etc. During the first step some are sitting around and discussing their work or watching, while others are on the floor drawing, writing and putting objects on the map. Teachers, managers and administrators are mixed up throughout the map construction, both on the floor to draw and create the map, and on the chairs in groups to talk about their work and figure out if, and how, they relate to each other. During the event, I moved between framing the method and asking questions, and observing their communications.

Figure 2: Photographs of ‘organizational mapping’.



A field note describes:

The actors are focused on each other and on the map, they move around a lot, touch each other and objects to use, pull back and watch what is going on to then move closer and pick up an object and put it on the map. There are conversations going on around the map, a lot of laughter and also other forms of activities; some take photographs with their smart phones, others check e-mails and yet others are drawing miniature maps. No one pays attention to me – or asks me to take part.

During the process they discuss their different work in relation to quality management, their work places, their location and the more and less organized relationships between different actors and spaces. In the reflection in plenum after the mapping is done, they tell each other about what they have mapped, what they do in local laboratories concerning education quality and quality-management methods at

both education centers and at city halls, and about interorganizational workshops in each municipality. In the following plenum discussion about results, they talk about what the law demands in terms of quality management, and how collaboration seems to result in better and more authentic understandings of ‘quality’ between the different actors. They also discuss the potential of developing collaborative governance events about, for example, ‘the good life of children’ as potential quality-management methods that supplement the existing methods that are in writing only. Furthermore, they talk about how interorganizational collaboration helps to nuance the existing communication across the actors from the education area such as teachers, managers, administration and politicians, and how this improves politicians’ understanding of education quality, and local managers’ and teachers’ understanding of the education sector as a whole organization.

As with the other version of organizational mapping, this method offers a way of engaging in the community life of the organization – in this case in a collaborative governance initiative across the education area. Inspired by ethnographic methods, the idea is that through such kind of engagement we can produce rich data, and, with the interests in multimodality, this particular method of organizational mapping leads to data of in-situ socially constructed discourse-material complexities. Firstly, the group discussion involves actors negotiating meaning and matters of their work and position in collaborative governance in education, what they signify as defining this work in order to illustrate it, and how they relate (or not) to each other and interact in so doing. This may tone down individual voices, but instead it asks that the teams collectively construct their work and positioning in relation to others. This interaction also unfolds relational power dynamics emerging between team members and amongst all actors.

Secondly, this kind of mapping also materializes discursive constructions of organizations, but this time as collective compositions of organizing practices that may or may not connect. For example, prior to this conference an image of the education area was communicated by multiple actors in terms of a hierarchy, with a top and a bottom, and this hierarchy was seen as part of the problem that the collaborative governance practices needed to address. Interestingly enough, it was

noted both during the mapping out and in the discussions afterwards that ‘this is nothing like a hierarchy’ and ‘we should make this the official organizational chart’. This is interesting, not because it proves that collaborative governance practices are not organized in hierarchies but in networks, as the literature argues (Hardy, Lawrence & Grant, 2005). Rather it is interesting because it captures meaning formations of another kind of organizing than that which the actors expected. Thus, by their mapping and discussion about this, data is produced on their taken-for-granted assumptions of the organization, while other organizational constructions emerge. As such, the map is not taken to be a realistic representation; rather it is a visualization that is negotiated amongst actors and their use of objects at this specific time and space. Additionally, this method of mapping is useful in producing data on discourse-material complexities, because actors not only negotiate meanings linguistically, but also as they move around, write, draw, put things on the map and construct (dis-)organizing. The latter point is valuable in producing data about collaborative governance, because through the map actors not only came to discuss whether or not the organizing of their work was shaped as a hierarchy, network or something different, but also because they visualized their (lacking) organizing across actors and spaces.

In the mapping process, collective reflections and discussions collect data from actors when voicing taken-for-granted assumptions, when negotiating their understandings of organizational characteristics such as levels, hierarchical structures or collaborative (dis-)organizing – plus their expectations of results – and what counts as results and for whom. Overall the different versions of organizational mapping offer methods through which to produce data of actors’ negotiations of significant organizational discourses by means of multiple communication modes and thereby construct particular realities of collaborative governance in education. The first version is specifically concerned with engaging with issues and producing data about managerial roles and work related to collaborative governance. The second is useful for engaging in and producing data of the complex more and less (dis-)organizing communication patterns emerging, in this case to develop new quality-management methods through collaboration – by which the local version of this form of

governance is organized across multiple actors, practices and spaces within the education area.

Reflections on the role of the researcher

When critically reflecting on presented methods developed by a methodological sensitivity to multimodality, I am reminded of the somewhat schizophrenic research identity this kind of fieldwork can produce. At least my fieldwork has been referred to by empirical actors in multiple terms like ‘knowledgeable’, ‘fly-on-the-wall’, ‘deconstructive’, ‘valuable’, ‘annoying’ and ‘weird’ – the challenging potential of which I turn to next.

Without imposing representational arguments into ‘being out there’ (Hardy & Grant, 2012: 559) I find that ethnographic fieldwork provides a critical room for maneuvering in order to explore the potential of developing organizational discourse approaches sensitive to multimodality. In present study, the inspirations from organizational ethnography and discourse studies were combined in order to become responsive to emerging complexities of discourse-materiality particularly significant in local collaborative governance work in the education area – my study object. It enabled a myriad of methods – amongst others explorative interviews, participant-authored reflection notes, document analysis and varying forms of participant observations – some more observing, some more participating. This flexibility in methods is valuable because it can help us be responsive to emerging local issues emerging and to collect all sorts of data, we might not know the relevance of before entering the field, and thus generate rich data sets; but it also challenges the researcher’s role, assumptions and creativity.

Critically reflecting on one’s own positioning in relation to changing modes of engaging onsite is necessary both prior to and during fieldwork, but also when analyzing data. One aspect to consider is, that in relation to a method like organizational mapping, I, as a researcher, participate in framing the situation, but this is not much different to other methods like interviews. Of course when analyzing the data produced, it is important to remember this aspect and that it is not a

‘naturally’ occurring work practice. Another point worth mentioning is that by engaging in the community life through ethnographic fieldwork, the researcher can be included in the working life and thereby gather data on various issues and multiple modes of naturally occurring communication, which can nuance the data collected through other methods. The data produced through a method such as organizational mapping offers data of situated meaning negotiations by means of multiple communication modes concerning organizational phenomena, for instance managerial roles and collaborative governance organizing. The strength lies in making actors talk issues into existence through activating communication modes other than merely linguistic; it includes writing, drawing, moving, listening to others, using objects etc. by which both taken-for-granted and more strategic understandings of actors and organizing can be enacted. Furthermore it produces data on social dynamics and power relations produced within and between actors and spaces. The weakness is that it is a construction and, as such, merely offers a snapshot, much like interviews and focus groups. But if combined with other methods such as document analysis and everyday life observations, the researcher can create multi-faceted data of the complex communications making up the managing and organizing of collaborative governance.

From a social constructionist stance both empirical actors and researchers are co-productive of data – and in relation to the researcher this is the case both onsite, seeing particular things and asking specific questions, and when coding, analyzing and writing up a research narratives (Buchanan & Dawson, 2007; Cunliffe, 2009). This demands that the researcher critically reflects upon ethical issues and upon potential biases. As the partnership stressed the complexity of the multiple actors and different languages as both the problem and potential solution, I was attentive to participate in the exploration of this without being positioned in an ‘expert role’. This would be beyond my capability; however, as the local actors worked to find answers and co-create new solutions, and I worked to approach the discourse-material complexities emerging through their efforts, I did try to support them in their explorations. Inspired by organizational ethnography, I participated by talking about, questioning and addressing the challenges that the actors voiced, but not to define the answers. This enabled me to develop methods sensitive to discourse-material

complexities emerging from local issues of managing and organizing collaborative governance.

The potential of multimodality to study discourses of collaborative governance

In this chapter I have argued that by unfolding a methodological sensitivity to multimodality, we can develop methods to approach complexities of discourse-materiality in response to the organizational issues in question. During my exploration I developed methods to attend to a multiplicity of expression forms, e.g. linguistic, visually, bodily and spatial. This kind of sensitivity helps producing rich data with which to analyze constitutive dynamics and effects, without necessarily demanding a priori definitions or pre-empirical analytical categories; rather it allows studying the emerging phenomena and problem constructions as they emerge from discourse-material complexities. I thus echo Hardy and Grant (2012: 561) who argue that, “If the study of organizational discourse is to continue to generate new knowledge, then establishing boundaries between discourse and Discourse, between discursivity and materiality, and between discourse and practice is more likely to hinder us than help us”. By sensitizing our methods, e.g. by combining discourse and ethnographic approaches, we can attend to complexities through their empirical embedding and collect data to let them ‘speak’ (and thus help us to think) of relevant modes, resources, levels and relationships significant to particular realities.

In relation to the examples of organizational mapping, the interactions of mapping, of collective reflection and discussion produce multimodal data from actors voicing and enacting both taken-for-granted and strategic matters of the phenomena in question, for example, by negotiating organizational constructions such as roles, agency, more or less hierarchical levels and collaborative (dis-)organizing, plus what counts as solutions and to whom. One version shed light on managerial roles and work related to collaborative governance and the changes implied for the manager, from being a link in a hierarchical construction of government to a facilitator of dialogues and collaborations. The other version showed images of various practices emerging to develop new quality-management methods in diverse collaborative events - some connected others not. The discursive and materialized constructions dissolved not

only ideas of hierarchies, but also well-established networks. Rather, they produced discursive and material images and stories of collaborative governance as more and less (dis-)organized practices in which policy-making and management of the shared problems are matters reflected upon and discussed across multiple actors and spaces in the education area, however, without necessarily producing convergence of meanings or complexity-reducing solutions.

As such, sensitizing methods to multimodality has the potential for enabling ways of engagement that are responsive to a variety of empirically embedded issues and their discourse-material complexity, which we may not know of prior to the fieldwork, and thus to produce a multi-faceted data set. But this also challenge the researcher: to open one's curiosity to communicative modes that are not usually of interest, to engage in a workplace that will somehow react to one's appearance and co-produce a certain version of the phenomena of study; to manage and analyze the rich data amounting. Because we participate in seeing and telling certain versions of organizational phenomena and their complexities. Hence, it remains necessary to critically reflect our role, but in so doing nurture creativity when developing methods, collecting data and analyzing specific discursive and material complexities – and although it is challenging, it is also worthwhile considering how we, too, can communicate such through multiple modes.

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Chapter 6
Analyses

Article 2

Title:

Letting go of managing? Struggling with managerial roles in collaborative governance

Abstract: This article addresses discussions regarding complexity in collaborative governance and the managerial challenges to facilitate such approaches to problem solving in, for example, welfare service and policy innovation. It explores complications involved for managers in constructing new and changing roles in the pursuit of collaborative governance, an aspect largely overlooked. Drawing on organizational discourse studies, it theorizes and analyses managers' subjectification processes in cases of collaborative governance in the Danish welfare area of daycare. The findings show that public managers not only struggle with managing complex multi-actor processes in collaborative governance, but also with changing to manage by facilitation alongside other managerial roles related to, for example, new public management discourses. The article unfolds another aspect of complexity in collaborative governance, namely the challenges of becoming a facilitating manager: the struggles of identity and agency constitutive to particular ways of managing by facilitation, as well as struggles emerging as a result of multiple roles. This suggests paying greater attention to constitutive aspects of new and changing roles to understand the managerial challenges implied by emerging public management discourses.

Keywords: Managerial roles, collaborative governance, new public management, organizational discourse, subjectification

Form of publication: peer reviewed journal article

Introduction

A collaborative era is diagnosed by scholars in terms of more hybrid forms of organizing public management currently seen in many welfare states (Osborne, 2009; Christensen & Lægreid, 2011; Kamp, Klemsdal & Gonäs, 2013; Pedersen, Sehested & Sørensen, 2011). Thus they identify another public management discourse as ‘New Public Governance’ (NPG) which works in stark contrast to, but still alongside, other known discourses such as New Public Management (NPM) and public administration. It is seen as a “post-NPM ‘governance’ paradigm which places far more emphasis on partnership, networking and lateral modes of organizing than the vertical ‘command and control’ forms typical of the NPM paradigm” (Ferlie, Hartley & Martin, 2003: 10), thus adding to the ‘layered realities’ (Hartley, 2005: 29) of public management actors. As such, collaborative governance emerges as an approach to involve stakeholders in dealing with complex public management issues like welfare policy and service innovation (Ansell & Gash, 2008; O’Leary & Vij, 2012). But stakes are high when interorganizational collaboration becomes a means of governance; the prospects of public value creation are appealing to democratic ideals. However, the risk of failure due to, for example, the clash of interests, confronts its managers with considerable challenges (Vangen & Winchester, 2013; Purdy, 2012).

Accordingly, the new role of the public manager is gaining increasing attention (O’Leary & Vij, 2012). In some studies the complexity of collaborative governance, and the challenges of managing it, is conceptualized in various models and management concepts including diversity inclusion, capacity-building and facilitation (Ansell & Torfing, 2014; Silvia, 2011; Johnston, Hicks, Nan & Auer, 2010; Weber & Khademian, 2008). Other studies address the managers’ new role by unpacking paradoxes of multi-actor and multi-interest processes built into collaborative governance, and argue that challenges of managing complex collaboration is best understood as management tensions and power relations (Purdy, 2012; Vangen & Huxham, 2011; Vangen & Winchester, 2013). Despite differences, they stress the complexity of collaborative governance and its challenges, demanding a new role of managers as facilitators. It comes as no surprise that managing collaborative

governance is not just applying a new concept to practice alongside other tasks. But if “Managing the tensions and paradoxes of these governance regimes has become the order of the day for public managers” (Pedersen & Hartley, 2008: 328), the complications of constituting new roles alongside other roles are surprisingly under-explored.

This article explores the changing working life of public managers involved in developing new forms of governance through collaboration. Echoing aforementioned studies that theorize the complexities of socially dynamic tensions and powers in such governance realities, it is especially puzzled by the new role expected of managers and the seemingly unproblematic role change implied for managers in becoming facilitators of diverse stakeholders in collaboration. To do this I draw on organizational discourse studies concerned with power relations of managerial identity and NPM discourses (Thomas & Davies, 2005; Bergström & Knights, 2006; Alvesson, 2010). In extension to these, I unfold the concepts of subjectification and positioning to further unpack challenges of constructing new and changing roles. As such, I explore how public managers are positioned to manage collaborative governance and with what effect on their roles?

To answer this I analyze data from ethnographic fieldwork in collaborative governance cases from the Danish daycare sector. In Denmark daycare is a state-provided welfare service regulated by law and governed by managerial departments in local governments; between 70-97 % of all children from 0-6 years are enrolled in daycare centers. In present cases collaborative governance approaches are used to develop quality management through stakeholder-involvement of public managers, politicians, daycare managers, daycare teachers and citizens (children and parents). The findings show that, when managers discursively construct and practice collaborative governance and related managerial roles, they struggle to change accordingly. Yet through their struggles, they construct a managerial role of facilitation empowered with particular agency to steer collaborative outcomes. As such, they struggle with the discursive contradictions of multiple roles and public management discourses.

The article contributes to studies on complexity in managing collaborative governance by offering theorizing of the complicated constitutive processes involved in implicated role changes. Furthermore, by empirically unfolding how public managers struggle not just with managing tensions and paradoxes of culturally diverse actors to co-create outcomes, but, indeed, also with changing to become facilitators alongside the other managerial roles they see demanded. Although new managerial challenges and roles are identified in the literature, theorizing and unpacking how, and with which complications, new managerial roles are constructed and changed in particular local versions of facilitation, is nonetheless important to elucidate other facets of complexity in collaborative governance and their effects on its management. So, extending existing concepts of management tensions and discursive power in studies on collaborative governance, this article suggests paying greater attention to constitutive aspects of the new and changing roles to understand challenges in relation to emerging public management discourses.

The following section addresses the discussions in collaborative governance studies on complexity and the implications of the new managerial role. Later, I present organizational discourse studies on managerial identity and subjectification processes. Following this, I present the empirical cases, research methods and analysis. Subsequently, the findings are unfolded. This leads to a discussion in relation to extant literature.

The complexity of collaborative governance and its managerial challenges

As collaborative governance emerges alongside other public management approaches of, for example, NPM in a variety of welfare areas and policy contexts, multiple definitions appear in literature (Osborne, 2009; Vangen, Hayes & Cornforth, 2014; Purdy, 2012; O’Leary & Vijn, 2012). This article adopts a broad definition as an approach to: *“public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished”* (Emerson, Nabatchi and Balough, 2011: 2, original emphasis). As such, the literature contrasts it to other public management discourses

concerned with hierarchical and market-incentive approaches - to issues like welfare policy or service innovation, especially that of NPM (Osborne, 2009; Hartley, 2005; Ansell & Torfing, 2014). Consequently, collaborative governance implies great changes to public management actors' working life in the pursuit of engaging stakeholders constructively despite different professional and social positions, and perspectives on the matter at hand - the complex challenges of which are ascribed to the new role of the manager (O'Leary & Vij, 2012; Silvia, 2011).

Accordingly, a central interest in the literature is the development of models that depict the complexity of this kind of organization and management concepts to deal with such challenges (Ansell & Gash, 2008; Johnston, Hicks, Nan & Auer, 2010; Silvia, 2011; Weber & Khademian, 2008). In notions such as facilitators, network leaders and capacity-builders, these studies identify a new managerial role in contrast to the role authorized to 'command and control' (Ferlie, Hartley & Martin, 2003: 10) and 'hire and fire' (Silvia, 2011: 67) related to NPM discourses. The managers are still seen as central, but nevertheless in a changed role: "The point is not that managers are unimportant. Complexity typically makes leadership more important, and this leadership often comes from managers. However, managers operate differently from the ways anticipated by NPM. Their role is not narrowly to implement and manage competitive contracting or performance measurement. Instead, they have an important role in building collaboration among multiple stakeholders." (Ansell & Torfing, 2014: 10).

While some studies emphasize the new role of the manager in terms of certain skills and in best practices of building capacity (Weber & Khademian, 2008), designing and facilitating (Johnston, Hicks, Nan & Auer, 2010), collaboration through more 'people-oriented behaviours' (Silvia, 2011: 67), another stream of studies explicitly focuses on managing complexity by conceptualizing paradoxes, tensions and power (Purdy, 2012; Vangen & Huxham, 2011; Vangen & Winchester, 2013). These studies do not offer management concepts, but argue to theorize the complexity of such endeavors by elucidating the socially dynamic tensions and powers with which to reflect upon the built-in paradoxes, and inform further work in this regard. With the notion of management tensions, Vangen and Winchester (2013) conceptualize the

managerial challenges following a ‘culture paradox’ - when the diversity of stakeholders may cause both successes and conflicts in the social dynamics of collaboration. They show how the multiplicity of actors working with contradicting, even competing discourses, complicates the managers’ work in facilitating collaboration. This study proposes that the managers’ role is to work *through* tensions, and so they argue to integrate rather than solve the challenges of social dynamics in terms of diverse actors and interorganizational processes.

Another aspect of complexity in collaborative governance critical to managers is power. Contrary to the forms of power connected to hierarchy and market-incentives, this form of governance produces power through social dynamics and networks by giving stakeholders the right to speak and the opportunity to affect issues of, in this case, local welfare policy and management (Purdy, 2012; Karlsen & Villadsen, 2008). This means that power induced through authority and hierarchy are not seen as dominating, rather power relations produced by social dynamics are theorized as being central to collaborative governance and therefore critical for managers to facilitate. Purdy (2012), in particular, conceptualizes the complexity of power in collaborative governance and its challenges to managers. In her framework, she describes three arenas of power; formal authority, resources and discursive legitimacy by their influence on managing participants, process design and content. Specifically, discursive power as being critical to managers: “The elements of power in a collaborative governance process are often intertwined, as when a participant uses discursive power to challenge the authority of the convener to establish the process design. Such a move might result in a negotiation that changes the structures of meetings, participation, or the availability of resources to participants.” (Purdy, 2012: 416). By conceptualizing power as being socially dynamic and situated, she unfolds the way it challenges managers in ongoing negotiations, processes and outcomes.

While some studies conceptualize the new role of managers in collaborative governance as the facilitator of complex multi-actor processes of interorganizational collaboration (Johnston, Hicks, Nan & Auer, 2010; Silvia, 2011; Weber & Khademian, 2008), others elucidate the complexity of managing in terms of

paradoxes, management tensions and power (Vangen & Huxham, 2011; Vangen & Winchester, 2013; Purdy, 2012; Karlsen & Villadsen, 2008). Although echoing these studies and their interests in unfolding complexity, this article is puzzled by the problematics of undertaking new roles and thus changing to become a facilitating manager alongside other roles. In the literature changing roles to become a facilitating manager is implied; the new role and its challenges are explored both with management concepts of facilitation, management tensions and power arenas, but the challenges involved in changing role - the struggles of identity and agency - are surprisingly under-explored. As such, this article contributes by exploring another facet of complexity constitutive to managing collaborative governance, namely that of constructing new and changing roles.

From role to positioning

Instead of identifying a new management concept or tension, this article adds theorizing and unpacking of the constitutive processes through which managers' struggle with constructing new and changing roles. To do so it draws on organizational discourse studies that offer fruitful theorizing of managerial identity in relation to discourses of both NPM and collaboration (Thomas & Davies, 2005; Hardy, Lawrence & Grant, 2005). More specifically it unfolds the concept of subjectification.

Regarding power it is important to stress that we are not talking of power as a possession in a static role of authority secured by a hierarchical chain of command (Purdy, 2012; Karlsen & Villadsen, 2008; Thomas, Sargent, & Hardy, 2011). Rather, the power theorized as critical to collaborative governance processes are working through social dynamics, as Purdy (2012) argues and stresses discourse as a constitutive dynamic. This challenges the manager and implies a role change; managers cannot rely on their familiar role of authority, rather a new role of facilitation is needed to work through socially dynamic tensions and discursive power (Vangen & Winchester, 2013; Purdy, 2012; Vangen & Winchester, 2013; Karlsen & Villadsen, 2008). But I will add that by approaching the role changes as struggles of identity and agency affected by discourses of collaborative governance and related

practices of managers, we may understand the challenges of role changes with sensitivity to their complex constitution. This is crucial to the study of managers' work of pursuing new forms of governance, not because managers necessarily steer such work, but rather because managers are themselves embedded in social dynamics that may complicate the assumed role changes.

A few organizational discourse studies are particularly concerned with managerial roles as constituted through identity constructions related to discourses of NPM and collaboration (Thomas & Davies, 2005; Hardy, Lawrence & Grant, 2005). Although there are nuances in the conceptualizations, they assume a somewhat anti-essentialist subject category, meaning that individual identity and agency are seen as social constructions affected by organizational discourses. The definitions of the power relations of discourse, identity and agency vary (Alvesson, 2010), to clarify, this article echoes studies that draw on Foucault's theorizing of such in terms of subjectification (Foucault 1994; Bergström & Knights, 2006; Thomas & Davies, 2005; Davies, 2006). These studies highlight the concurrent constraints and enablement of actors' identity and agency constructed through discourse and related practices – a process conceptualized as subjectification.

Subjectification conceptualizes the constitutive dynamics through which actors are simultaneously subjected to certain identity markers and subject positions, as well as and empowered with the agency to act within the tensions of various organizational discourses (Foucault, 1994; Thomas & Davies, 2005; Bergström & Knights, 2006; Davies, 2006; Højgaard & Søndergaard, 2011). Subjectification works through power relations that both subject actors to identify with subject positions available in discourse, yet produces the agency to enact by and upon discourse. This forms discursive struggles that affect the situated meaning constructions. This means that actors are not seen as mere discursive effects but also as discursive producers (Bergström & Knights, 2006; Davies, 2006). This involves a certain form of power, a self-technology generated through everyday enactments of discursive texts and practices concerning identity and agency (Foucault, 1994; Thomas & Davies, 2005). "Discourses are collections of interrelated texts and practices that 'systematically form the object of which they speak'" (Foucault, cited by Hardy & Thomas, 2014:

324), and discursive texts and practices refer to a variety of communications including written texts, interactions, artefacts, symbols, pictures etc. (Philips & Oswick, 2012) through which organizational actors construct and struggle over meanings.

To analyze the subjectification processes of managers in collaborative governance I study their positioning in the relevant discursive constructions and struggles over meanings and matters concerning roles in collaborative governance. Positioning occurs through specific discursive texts and practices concerning identity and agency (Davies, 2006; Davies & Harre, 1990). Analyzing positioning shows the constitutive dynamics of subjectification processes through which – in this case managers in collaborative governance – are discursively constructed, negotiated and, possibly, changed. Thereby the focus is dislocated from the certainty of a role as giving identity to the ongoing positioning in subjectification processes. This may elucidate struggles of identity and agency, through which public managers construct new roles and role changes in relation to the constraints and enablement of various public management discourses. Moreover, it unpacks how the managers affect the constitution of particular ways of managing and organizing governance locally.

Cases of collaborative governance in the daycare sector

This article is based on a qualitative study of collaborative governance work in the welfare area of daycare in two Danish municipalities from 2010-2014. The daycare departments in the municipalities are interesting cases as they formed a partnership with the Danish Union of Early Childhood and Youth Educators in 2010 to develop new forms of quality management through collaborative governance. The daycare sector is governed by local daycare departments accounting to a head of division and a political committee in the local municipalities. Daycare departments typically consist of a head of department and several managerial consultants with both administrative and educational responsibilities, all of which I refer to as public managers. The municipalities in this study are medium sized (ca. 45.000 citizens) and the daycare departments govern a number of local daycare centers and staff of

daycare managers and teachers. Formally, the daycare managers are accountable to the public managers.

Daycare is a central welfare area in Denmark, and is currently subject to changes due to new modernization policies (Egelund, Hansen, Csonka, Jørgensen, Davidsen, Sloth & Jacobsen, 2012). Over the past decade daycare practice and governance has already changed due to the development of a range of quality management policies, along with related practices such as education plans (quality reports) and quality inspections – the effects of which daycare teachers, managers and politicians critically discuss in relation to NPM-discourses of standardization and control (Hviid & Lima, 2011; Plum, 2012). In response, various new attempts to modernize daycare governance and its quality management have appeared (EVA 2013), including the cases in this study. As such, efforts of collaborative governance within the educational sector relate to discussions of public management discourses such as NPM and NPG to enable public service and policy innovation (Bason, 2010; Sørensen & Torfing, 2011; Ansell & Torfing, 2014). One of the problems expressed in the present cases concerned the existing quality management reports and their one-way communication, which were considered ‘meaningless’ by politicians, daycare managers and teachers. The ‘different languages’ of these stakeholders were seen as problematic, because public managers had to ‘translate’ between stakeholders, and consequently the need to develop new quality-management methods by collaboration was stressed.

From 2010-2012 various collaborative governance processes emerged in the two daycare departments in workshop laboratories, involving stakeholders from across the daycare sector to collaborate in knowledge-sharing, idea-creation and multi-actor discussions. Some laboratories included various stakeholders, e.g. public managers, politicians, daycare managers, teachers, parents and children from four daycare centers. While other consisted of specific groups, e.g. public managers. The laboratories concerned both existing and potential quality-management methods to daycare, and their challenges and possibilities were explored. In each municipality around 10 interorganizational workshops, each with around 20 stakeholders, were conducted. Between these events the management teams conducted workshops at the

city halls, as did daycare managers and teachers in daycare centers. In 2013 it was politically decided that the collaborations about quality management should continue. This resulted in yearly daycare ‘marketplaces’ and ‘dialogic inspections’ throughout 2013-2014. At the daycare marketplace all stakeholders (between 200-400 people) met local daycare managers and teachers, who presented and discussed daycare quality with other stakeholders – instead of accounting in reports. Through this, quality accounts were communicated through videos, pictures, narratives and dialogues, and this is seen as a new, better form of quality management due to the knowledge-sharing amongst stakeholders.

Methods and data analysis

I studied this collaborative governance work over a period of 4 years – though with varying intensity and methods. The method design was aimed at producing a rich data of collaborative governance work and was inspired by organizational discourse approaches and ethnography (Fairhurst & Grant, 2010; Grant & Marshak, 2011; Yebema, Yanow, Wels & Kamsteeg, 2009). This involved various forms of ethnographic fieldwork to study the communication, practices and materials relating to collaborative governance and its managers. The data-set includes field notes, photos, video and audio recording from participant observations in collaborative governance work at city halls and daycare centers, and from single and group interviews (unstructured) with managers, daycare managers and teachers, and a number of organizational documents such as participant-written reflection notes, e-mails etc. The methods used for data collection were critically considered during data analyses and along the way analytical points were discussed with participants to allow them to nuance these.

To manage the data I produced an event history database showing when and where the data was collected, what activity and who participated, and my notions of initial analytical curiosity (Hardy & Thomas, 2014). During the initial coding I noted a recurring empirical concern regarding managers’ roles and decided to undertake a systematic analysis. A preliminary analysis across the data showed communication about the role of managers in multiple data sources, but this was also explicit in

interviews (12 single/group interviews with public managers and daycare managers) managerial workshops and meetings (17 events with public managers), and in some organizational documents (1 partnership newsletter, 2 meeting minutes, 1 article) that I selected for further analyses. However, in order to include implicit or non-linguistic communication of the role of managers I also selected data sources from interorganizational laboratory workshops and collaborative governance conferences (public managers and stakeholders like politicians, daycare staff and citizens) to analyze the subjectification processes positioning the managers during this type of work.

I analyzed the data sources in multiple movements to construct and qualify analytical patterns (James, 2012) concerning roles in the positioning of managers forming subjectification processes. This included an ‘open’ analysis through which I followed empirical voices and practices communicating meanings and matters of managerial roles in their collaborative governance work. This amounted into a cluster on positioning acts in terms of e.g. ‘old vs. new roles’, ‘changing from the translator to the facilitator’, the ‘middle position in a field of tensions’, ‘letting go of managing’. However, these were often accompanied by communication forming a cluster relating to the organizing of ‘public management’ in different terms, such as ‘hierarchy’, ‘top-bottom’, ‘out there/in here’, ‘secretariat’ ‘direct communication between politicians and teachers’, ‘authentic dialogues and collaboration’, ‘knowledge sharing and innovation across the organization’ that invoked discourses of NPM and NPG more and less explicitly. I then did numerous focused or ‘closed’ analyses to unfold and qualify my analyses of these clusters in relation to studies on managing collaborative governance and to managerial identity in organizational discourse studies. These developed patterns of the communication of positioning – which I reanalyzed by several critical iterations.

This amounted to a three-parted analysis of managers’ subjectification processes by which they a) construct a new role of facilitation, b) struggle with changing roles accordingly, and c) empower the new agency to steer. The three parts elucidate interconnected aspects of the constitutive dynamics, and the divisions are to mediate rather than to represent demarcated processes, which are explored next.

Findings

In the following sections I unpack the findings of the analysis to show the complexity involved in constituting new roles of public managers in collaborative governance and the challenges of changing roles in relation to other public management discourses. The findings are outlined in three sections, although the aspects they present are not clearly demarcated entities. The first part of the analysis concerns how managers communicate collaborative governance as a solution to the problems of quality management in daycare and, in so doing, construct both ‘old’ and ‘new’ roles. The second part highlights how public managers struggle with their new roles, and to change identity and agency accordingly. The third part elucidates how, through their struggles, they empower the new role with agency to steer collaboration, but then also that they are troubled by practicing this role alongside other roles. The findings therefore show the complicated constitutive dynamics involved in managers’ work to construct new and change roles in relation to various public management discourses.

From old to new role: Positioning managers as facilitators

Across data from both municipalities the public managers talk collaborative governance into existence as a solution to local problems of quality management in daycare. In meetings and at workshops this potential and its challenges are discussed and various new quality-management methods are developed to enable “better” communication regarding daycare quality between stakeholders such as politicians, daycare managers and teachers and parents. “Better” was voiced in contrasts to the existing methods often referred to as control in written reports. However, with the discursive power produced by making collaborative governance a solution - a demand to change managerial roles is required, which the managers relate themselves to. In the following excerpt (newsletter, August 2012) the two head of department contrast local quality-management methods associated with control and their development of collaborative governance, in so doing imply their old role:

Steven: Traditionally, daycare teachers account for their work in written reports, which the administration analyses and interprets before the politicians receive the material. Some information disappears in this governing chain of command and a discrepancy emerges between what the politicians receive and what actually happens in daycare practices. In the collaborative laboratories we see a far more authentic communication about professional daycare. As administrators and politicians we were told, face to face, about theories, methods and results by means of narratives, and we entered a dialogue that, among other things, enlightens the municipality about how to create a framework for good professional daycare practices. The alternative is that the various actors describe their efforts, goals and results. That might work, but it easily becomes just another piece of paper lying in a drawer.

Peter: Usually the changes start from the top or from the outside, e.g., via research, the national association of the municipalities, national legislation, educational trends – and, naturally, from politicians. Then it's the role of the administration to channel that to the daycare centers. Sometimes that works fine, but mostly it actually doesn't work. Other times the politicians ask us how daycare centers will react to something. And then it's our job to estimate that. The dialogical approach to governing turns the pyramid upside down. Here it's the daycare workers who create the knowledge that is brought to the political level.

The difference between the two approaches is defined by contrasts in written reports, the chain of command, top vs. authentic communication, dialogue, turning the pyramid upside-down. Through this, the potential for collaboration between stakeholders is stressed in contrast to just another piece of paper lying in a drawer. Steven argues that collaborative governance solves the issue of discrepancy between daycare reality and the information politicians receive. In doing this he not only implies the potential of collaborative governance in positive terms, he also positions and problematizes the public managers' old role as analyzing and interpreting the written reports - because some information disappears in the governing chain of

command. Peter problematizes a top-down procedure and describes the public managers' old role as a channel, one that often doesn't work. So they describe their old role in a hierarchy as being part of the problem. This construction of the old and the new role of public managers is further stressed (same newsletter):

Steven: As administrators our role will change from – broadly speaking – translating the educational logic to the political/administrative logic and now we have to facilitate the dialogue between politicians, daycare centers, parents and children – and also other welfare services who deal with children. It's a new role that's in demand, and that's needed in the local governing system today.

When Steven positions managers in their new role of facilitating dialogues between multiple stakeholders within education, he constructs a demand for them to change from translating to facilitating. Although he states 'we have to facilitate dialogue', it is not just constructed as a demand, but also a need in the system, thereby suggesting that the new role is better suited to today's environment. As such the managers talk collaborative governance into existence as the solution to local problems of NPM quality control in daycare; by which they construct a necessary role change from translator to facilitator in normative terms. This implies that they identify with the changes needed to solve problems and thus subject to a new role.

In such ways the managers talk a role change into existence in accordance with the literature on the new role of managers in collaborative governance (Silvia, 2011, Weber & Khademian, 2008; Vangen & Winchester, 2013). Through doing so, they communicate interorganizational collaboration as a solution to problems related to hierarchical quality management practices and discourses of control, which again corresponds with several studies discussing discourses of NPM and NPG (Ansell & Torfing, 2014; Osborne, 2009). They construct an old managerial role of translating information as part of the problem and construct a demand for change and a new role. Their positioning of a new role to facilitate stakeholder dialogues in collaborative

settings is contrasted to a hierarchical organization and control through translating paper work, and thus they signify the importance of ‘people-oriented behaviours’ also described by Silvia (2011) as better than ‘paper work’. However, as shown next, the managers also struggle with this.

Letting go of managing: Struggles of identity and agency

In the analysis other facets of complexity in collaborative governance and the challenges of a new managerial role also became evident. During the work to develop collaborative governance, the managers also struggle over meanings ascribed to the new role as they construct identity and agency to manage by facilitating collaboration. The managers may discursively stress the potential of collaborative governance and their new role of facilitation in opposition to the old of translating, but simultaneously they find this change of roles challenging. In the following example one of the department heads has just explained the potential of collaborative governance from his managerial position, yet he also describes some risks that demand change from him - with which he struggles (single interview, August, 2010):

Steven: There are some potential risks here [...] I’d almost call it a short circuit of the managerial chain in the municipality the second a daycare manager for some reason have direct access to the political arena. [...] I think it’s crucial to establish ground rules for this type of collaboration [...] the hierarchical system is sometimes nervous about breaking the hierarchical boundaries. It’s a little too focused on the risks instead of the children and the wins of such endeavor. I think it is natural though when it has to do with control. [...] I somehow feel an uncertainty, if I experienced that a daycare manager and a political member of the committee are leading dialogues without me. I’m thinking ‘what the hell is she doing?’ I really need to work on my trust here [...] but it’s the nervousness that prevents establishing direct access.

By constructing a risk of direct access between governance actors like daycare staff and politicians, he stresses that it is crucial to establish ground rules, yet, in doing so, he struggles with uncertainty and trust. He legitimizes his struggles as a natural part of a hierarchical system concerned with control. Although he subjects to the demand for changing roles, he stresses that it involves work related to uncertainty, nervousness and trust, which he finds challenging. Similarly the other daycare department head explains that changing identity and agency according to a new role is not easy. In the following he discusses how collaborative governance changes the role of managers with the management team (managerial laboratory workshop, March 2011):

Peter: That thing I have to do with these daycare centers rather soon, right? Where I'm visiting three centers' playgrounds to reduce their outdoor area - because we can't afford to maintain it. If I was a NPM manager - but now I've already self-glorified myself, right? But then I would have made my decision on a piece of paper and sent it out; that's how it's gonna be! But we go out and negotiate with local managers. So, yeah, we are changing in effect of this attention [to collaborative governance, eds.] to avoid becoming this awful top-down management.

By constructing a self-glorified position in opposition to an awful top-down management he subjects himself to a demand for role changes in collaborative governance and highlights the agency it involves, namely instigate negotiations with other governance actors, in this case daycare managers. However, by stressing this positioning as a self-glorification he also acknowledges that it is not easy to change, even if it is something he himself invokes, but that he nonetheless does it instead of making the decision on a piece of paper because he wants to avoid that old role.

While managerial communication dominates the data on role changes, the managers are also positioned by the other collaborative governance actors. The social dynamics emerging through collaboration are referred to as critical matters, which the managers

struggle with when changing roles. As such, they describe risks and challenges of living up to the self-glorified role they have constructed and positioned themselves in. This is expressed further in a conversation between two public managers, Ulf and Maria, and the department head, Peter (group interview, May 2012):

Peter: It's hard work, right? Because the way it is now, eh - the political committee, as always, asks me. But they also get out there. You know, that's the fun part now, right? That's the new thing; we just have to live with, right? That they just - they aren't too snobbish to visit a daycare center and get a feeling of what's, what's the atmosphere here? So these kinds of things have happened. You know, I don't know what caused it. It may be the collaborative laboratories. You, you can write that.

Ulf: The lab nurtured them to do that; there's no doubt about that.

Peter: They're extremely interested.

Ulf: That voice out there, they are really, eh - they're focused on it. As an important voice. There's no doubt about it.

Peter: No. So they go out there. You know, that's anxiety provoking in an administration.

This illustrates how the managers see the interorganizational relationships emerging from the collaborative processes as being a sign of the success of their development of collaborative governance approaches. They stress this by stating that the daycare centers are becoming important to the politicians. However, this success leads to challenges; the new situation in which politicians visit daycare centers without including public managers is anxiety provoking. Thereby the politicians also position the managers in role changes – although they ask the head, they also act independently. This implies a constrained agency in the new role of the managers; an unmanageability of the social dynamics between collaborative governance actors which the management teams find challenging. The constraints of such

unmanageability cause struggle over meanings of the managerial roles and thus in the changes of positioning, which is unfolded further in the same conversation shortly after:

Maria: I was thinking, you know letting go of managing. I think that's rather crucial too, right? You know. I said how I felt after my first [facilitation of a, ed.] laboratory, right? You know, and the frustration gives a tremendous experience, but you know saying: 'how's it working when I'm not to. When I can't plan, when I don't know how the outcome will be?' Or I tried to plan it, but then it turned out differently, and I didn't really know what the bloody outcome was. It wasn't what I expected, and maybe I didn't want it to be that, but in the end that was where we ended, and that's the point, isn't it. You know saying: 'well all that management - that becomes so un-reflexive sometimes. We turn it around and we let go of managing and then we actually reflect a lot more, right?'

Ulf: yes, and we give ourselves the opportunity to hold on to our intentions, and then they actually lead the way, instead of a predefined outcome.

She describes the challenges of changing roles by emphasizing her difficulties with letting go of the old managerial role, thereby constructing an unmanageability in terms of not having a plan and not steering the outcome of collaborative processes. But although she is struggling, she constructs the frustration as a part of the role changes by reflecting upon the experience of letting go - and together with the other public manager, she highlights the reflexivity of collaborative governance as more important than the old managerial role. Through their struggles with changing roles and the frustration due to unmanageability, the managers construct the potential of collaborative governance as being worthwhile letting go of management for.

While the managers construct collaborative governance in positive terms as a solution to local problems of quality management related to NPM and their old roles – the change in roles is not a linear or smooth process, it is rather a complicated

subjectification process through which the managers struggle to construct identity and agency according to the new role and associated public management discourses of particular meanings to them in that situation. The managers also talk unmanageable aspects of collaborative governance into existence due to social dynamics of interorganizational collaborative actors invoking NPG-discourses of hybridity and uncertainty. To the managers this means constraints in the managerial agency of the new role, and they struggle to change accordingly; Steven sees risk, Peter calls it anxiety provoking and Maria talks about the frustration of not being able to manage the plan and outcome. As such, we see how the managers' positioning involves struggles over the meanings of roles related to various discursive constructions of public management (control and hierarchy vs. direct communication and collaboration) through the way this affects the managerial identity and agency, which complicates their role change from translators to facilitators. These complications of multiple roles and role changes related to discursive tensions of various public management discourses demand them to 'walk on two legs' (managerial meeting, June 2013):

Maria: I've had to walk on two legs, because, I don't have politicians that are fully committed [to collaborative governance, ed.]. I deal with politicians that exactly also go in the opposite direction, and suddenly get the idea that [NPM quality control is also nice.].

This part of the analysis corresponds with studies on discursive power and managerial positioning. Purdy (2012), in particular, argues that the discursive power produced through the social dynamics of collaborative governance is somewhat unmanageable. This constrains the managers' new facilitating role, because other participants may produce legitimacy to question and alter the direction of the collaboration and affect the issue and actors in question. In the managers' positioning they struggle with this unmanageability by the way it is taken as both enabling and constraining their agency in discursive tensions of e.g. hierarchy vs. collaboration. On the one hand they glorify the new role and reflexivity of collaboration, on the

other they struggle to let go of managing. The positioning acts show situated constructions of multiple roles and the complications of role changes in struggles over their meanings of identity and agency in relation to other governance actors and other public management discourses. But these struggles also generate creative ways of positioning to gain particular forms of agency (Thomas & Davies, 2005), as elucidated next.

Empowering the facilitating manager

As demonstrated the managers struggle to change roles, in so doing they also create new positioning and thereby empower their agency in relation to the unmanageability of collaborative governance. Through their struggles they construct the role of facilitation as being particularly important, and thereby gaining the agency to steer. In the following conversation between the department head, Steven, and the public manager, Britt (group interview, July 2012) they say:

Steven: If I rewind to the time when I problematized what the democratic risk was in this, right? You know, and how can we live with – or should we avoid it, if it becomes an exclusive access for a minority of people to actively affect the political agenda via communication, right? You know it's in this regard that I, as a civil servant, have a really, really important role. Maybe not so much as a translator but to a greater extent to be the one who brings the more fragmented stories into a meta-perspective, right? And try to extract the essence and say: 'alright, what does this tell us? What we just heard, what might that tell us about the field of daycare? What might it tell us about the next relevant step to make a decision and set some sort of direction for, eh, for the development of the field, right?

Britt: And that's a really important role of facilitating, right? You know if you're creating those meta-perspectives. Provide people with a forum for reflection based on those grounds. You know, it's a really important role and a different role - than just being a translator.

The managers refer to the democratic risk of exclusive access to affect political agendas; by which they position the new role as being more important than the old one of just translating. Through this they identify with the new role as facilitators, but they empower this with a certain agency legitimized by risks. This include to steer by bringing fragmented stories into meta-perspectives, summarizing their essence and thereby defining their substance, with which they seek to set direction in the daycare area. As such, they construct an agency to facilitate in certain ways to steer the collaborative outcome; with the democratic risk Steven indicates that the relationships between stakeholders that emerge from collaboration may affect political leadership. This requires that that the manager facilitates by both providing collaborative forums and communicating its relevance to decision making, thus steering the direction. This particular agency produced through the managers' positioning and role construction is expressed in the following example of a multi-actor collaboration (April 2012). In order to incorporate a child's perspective on daycare quality, this workshop took place in a daycare center (as opposed to its typical location at the city hall). It included public managers, politicians, daycare managers, teachers and children (24 people). Before the children arrived, the facilitating manager handed out questions to direct the participants' attention: "What knowledge on daycare quality do you gain from listening from your position in the daycare field?". This framed the process and the outcomes which the managers afterwards saw as 'meta-perspectives' to steer the further decision-making. A field note describes that:

Seven children (around 4-5 years old) come in of the door with a teacher and gather around a table located in the middle of the room. We all quiet down and stand around the children, not in a circle but so that everybody can see the table, they are sitting around. On the table pictures are lying around showing the children in a forest. The teacher and children start talking about a daytrip into the woods; their experiences with each other, the animals, the nature and the physical activities they did there. Twenty-four people are crowded around

them with note pads labeled e.g. 'teacher', 'daycare manager', 'administrator' or 'politician' (indicating their formal role in the collaboration). The children do not appear to pay any attention to them, but the adults standing around are very attentive to the children; they write eagerly on their pads and have smiling faces.

After 25 minutes the children left, and a two-hour workshop began in which they discussed their notes and answers to the question asked by the facilitating manager on how they could use it for quality accounting. Afterwards the management team produced a document of 'meta-perspectives' defining the knowledge needs of politicians and administrators, and the daycare staff's interest in accounting daycare quality. This document was used to show the result of their collaborations to the political committee and it was also used for the organization of new collaborative governance events called daycare marketplaces. In this, we see how managers create agency through the struggles over meanings of roles – in this case the particular agency of facilitation that allows the managers to steer the framing of a process and the definitions of the outcomes, which have constitutive effects on future ways of organizing governance.

First, the exploration of subjectification processes firstly elucidated how the managers communicate collaborative governance in relation to other public management discourses and the new managerial role they are subjected to. They talked collaborative governance into existence as the solution to local problems of the hierarchy, control and their related roles. Thereby they constructed a necessary role change to become facilitators. The second part showed, however, that they struggled to change accordingly due to the constraints they saw in the new role in relation to other managerial roles and governance actors. In considering this, the managers described a risk and frustrations connected to a kind of unmanageability emerging through the interorganizational collaborative actors. This last part of the analysis explored how they, through these struggles, nonetheless, also create a particular agency of facilitation; legitimized by the unmanageability of collaborative

governance they highlight a new managerial role as particularly important in conducting facilitation that steers the framing and outcome of collaboration.

In these positioning acts the managers prefer to collaboration and control as discursive resources by which they construct collaborative governance as solutions to local problems of quality management associated with NPM or as a resource to produce risk. In so doing, they position themselves through discursive tensions of unmanageability and manageability, by which they move between the constraints and enablement of their multiple roles. The managers' positioning therefore subjects them to demands of role changes in discursive tensions of e.g. collaborative governance and NPM causing struggles of identity, yet simultaneously empowers them with agency to form a certain kind of facilitation – amongst other roles. As demonstrated, it is definitely not an easy solution to pursue neither collaborative governance nor the role changes discursively implied. However, the efforts to undertake such endeavors are nevertheless seen as a worthwhile struggle by the managers in the present study – although it presents new challenges to walk on two legs.

Discussion

To summarize, the findings demonstrated how managers construct old and new roles through their positioning in tensions of various public management discourses of NPM and NPG, and how they struggled with changing accordingly, from translators to facilitators. Nonetheless, the findings also unpacked how managers, in effect, empowered the new role and thereby gained agency to facilitate in certain ways, which, in this case, allowed them to steer the framing and outcome of collaboration. As such, the findings show the complicated power dynamics of locally constructed public management discourses and related practices forming subjectification processes of managers, as they enact various roles. This suggests that we consider role changes not as linear processes or static end-states, but rather as situated effects of ongoing subjectification processes of positioning. Through this, we can understand other facets of the complexity in managing collaborative governance, namely the struggles of identity and agency involved in not just undertaking a new role, but also changing between roles.

Those findings are not general, but they nonetheless contribute to discussions in collaborative governance studies, as they elucidate the complications involved in constituting new roles and role changes when working in discursive tensions of various public management discourses. Others (e.g. Silvia, 2011) have identified the new role of the manager as the facilitator and discuss the managerial challenges implied when bringing together diverse actors in collaboration: a tricky process demanding managers to change to facilitators and stakeholders such as politicians, welfare workers, citizens etc. to become partners in delivering inputs and producing output. Identifying new roles are useful and thinking about the challenges they imply as working through tensions (Vangen & Winchester, 2013) is valuable to highlight the complexity involved in managing this kind of governance practice. However, the findings of present study show that roles are neither static nor powerful per se, but rather subject to ongoing discursive constructions and struggles over their meanings to actors. Therefore, in addition to identifying new roles and tensions, we need to consider the inherent challenges of multiple roles (Pedersen & Hartley, 2008), and that the concept of role may be insufficient in this regard.

As suggested, the concept of subjectification offers theorizing to explore the constitutive power relations of public management discourses and related practices produced through managers' work and affecting their identity and agency. This involves addressing the ways in which actors are positioned, and thereby construct more or less preferred roles and enabling specific management practices and ways of organizing collaborative governance. As such, this inspires a consideration of the managerial challenges in terms other than a certain role, but rather in terms of subject positioning and the agency gained thereby. This elucidates the challenges related to making sense of different roles associated with different forms of public management. Thereby it shows the tensions that emerge from managing not just the complexity of collaborative governance practices, but from doing this alongside other management practices. Revisiting the notion of management tensions (Vangen & Winchester, 2013), the present study suggests that, in addition to understanding such problematics as working through certain tensions, we can shed light on emerging tensions by studying managerial positioning acts.

Although the change to facilitation may seem as a loss of authority and managerial power, managing by facilitating dialogues may also empower the agency to bring certain actors together, frame processes and define topics (Karlsen & Villadsen, 2008). Purdy (2012), in particular, conceptualizes power relations, in which discursive power is theorized to produce legitimacy and elucidate the negotiation of managerial power between actors within collaborations. In extension, the present study elucidates the negotiation of power not just within collaboration and between collaborative actors, but also the struggles to empower managerial agency prior to, and in between, collaboration. The effects of this on roles and agency can be examined through studying managers' subjectification processes, as the present study has demonstrated. This indicates that power relations are not just produced and negotiated within collaborations, but also prior to, and in between, as managers position themselves and empower agency to facilitate in certain ways. Although the findings show how the management teams struggled over the meanings of the new role and letting go of managing, they also empowered the facilitating manager with agency to steer collaborative governance practices through concluding outcomes and defining meta-perspectives.

As such, a facilitating manager can steer and set directions of a welfare area, but the power relations involved in enabling this kind of governance are negotiable in and in between collaborations in tensions of multiple public management discourses and role-expectations. As these tensions and the power relations working through such are invoked and may co-exist by the way that managers are positioned and struggle over meanings and matters of their own role in relation to other actors, within and between collaborations and other public management work. Because of this, further theorizing of discursive aspects and communication is critical, both in relation to this form of governance construct in general and, more specifically, in relation to managerial challenges – and the creative potential of their struggles.

Conclusion

This article has explored the changing role of public managers involved in developing collaborative governance practices by unfolding the concept of

subjectification, which redirects the focus from certain roles to their constitution by means of positioning. The findings of a qualitative study of interorganizational collaboration in daycare demonstrate that the ways in which managers communicate collaborative governance as a solution to local problems – in this case of quality management – create a demand for a new managerial role, and thereby subject themselves to change from translators to facilitators. However, the findings also elucidate the following challenges: to change roles accordingly in struggles of identity and agency between being a manager in a hierarchy and collaboration, invoking tensions of competing public management discourses. Lastly, the findings highlight that, through their struggles, the managers constructed a new role of facilitation with an empowered agency to steer collaborations by framing questions and summarizing outcomes, thus constituting a local version of managing this form of governance in daycare. As such, the findings suggest that public managers are struggling to position themselves as facilitators in order to manage collaborative governance practices, but that they in effect are empowered to create a new agency. This suggests that we consider role changes not as linear processes or static end-states, but rather as situated effects of positioning including struggles over identity and agency.

The study unpacks the complicated generative aspects in the power relations of diverse public management discourses and related practices by which managers position between changing roles and constituting particular roles. This offers an empirically grounded understanding of the challenges of role change and their constitutive effects on managers created during the struggles of identity and agency relating to collaborative governance alongside other public management practices and associated discourses. In addition to conceptualizing new managerial roles and their challenges in terms of management tensions between various actors in collaborative governance (Silvia, 2011; Vangen & Winchester, 2013) and in terms of discursive power as legitimacy (Purdy, 2012), this study expands their scope by theorizing the subjectification and positioning of managers. The exploration of the constitutive dynamics of simultaneous subjection to identity and coming to agency through positioning, strengthen our understanding of the managerial challenges produced by tensions between multiple public management discourses and related

practices to undertake new roles. Although the simultaneity is not easy to elucidate, conceptualizing it as a constitutive dynamic enables us to address its critical effects in this form of governance.

Managing collaborative governance in practice is not only about the challenges of facilitating tricky multi-actor processes, or dealing with the social dynamics and discursive power produced within collaborations although these are central and critical aspects, but, as a precondition, it is also about the discursive struggles over roles and the identity constructions that enable particular forms of facilitation, and constitute specific versions of this kind of governance locally. The exploration of managerial subjectification processes and the struggles over identity and agency shows both discursive restrains and enablement as constitutive to managing this kind of governance in certain ways. Approaching related issues of e.g. organizing collaboration or negotiating outcomes between collaborative partners, are also problems worth considering from a discourse perspective, as such help scrutinize the complex communicative practices, including the more and less comfortable, (dis-)organized and struggling aspects that may become crucial to this kind of governance. Such a move fertilizes insights from studies on collaborative governance and organizational discourse further - a move this article has contributed to.

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Article 3

Title:

Negotiating collaborative governance designs: a discursive approach

Abstract

This article addresses the design and implementation issues of collaborative governance, a public-management practice aimed at involving stakeholders in problem solving and public innovation. Although aspects of for example stakeholder inclusion and power are conceptualized in the literature, these issues remain challenging in practice. Therefore, the interest in understanding the emerging processes of collaborative governance is growing. This article contributes to theorizing discursive aspects of such processes by conceptualizing and exploring the meaning negotiations through which collaborative governance designs emerge and change. The findings of a case study of local governments' efforts to innovate quality management in education through collaborative governance, suggest that such form of governance is continually negotiated in communication during both design and implementation phases. Through the meaning negotiations of local designs, discursive tensions and resistance generate changes in the organizing. The article shows that a discursive approach offers concepts valuable for refining the understanding of the emergent processes of collaborative governance, and proposes approaching this process as organizing accomplished through and complicated by endemic meaning negotiations and change.

Keywords: Collaborative governance, organizational discourse, emerging process, public innovation

Form of publication: peer-reviewed journal article

Introduction

The need to deal with complex problems in contemporary society has given rise to a growing interest in collaboration across the public, private, and non-profit sectors (Ferlie, Hartey & Martin, 2003; Osborne, 2006; Christensen & Lægreid, 2011). As such, collaborative governance initiatives emerge in public organizations with the aim of involving stakeholders in co-creating solutions for problems related to issues of policy and service innovation (Ansell & Gash, 2008; Sørensen & Torfing, 2013). The assumption is that interorganizational collaboration can co-create public value and innovation through: “an emergent process – one driven more by a concern about solving certain common problems than by a desire to respond to narrowly conceived incentives. This emergent process of bringing together parties to identify opportunities for public value creation leads to strong demands for a kind of ‘simultaneous engineering’ [...] as a process of collaborative design” (Ansell & Torfing, 2014: 10). However, in addition to its potential, the literature highlights considerable challenges of multi-actor interactions and interests. These issues are addressed in conceptual and practice-based models as design and implementation issues in terms of, for example, stakeholder inclusion, decision-making processes, power relations, and trust building (Vangen, Hayes & Cornforth, 2014).

As such, social interaction within and between collaborations is stressed as the potential source of both success and failure owing to actors’ idea generation and value creation, but also interest conflicts, and goal confusion (Bryson, Quick, Slotterback & Crosby, 2012). For instance, various actors concerned with healthcare issues, such as nurses, doctors, politicians, and patient organizations, may have different definitions of a shared problem. Through collaboration, they may be in dialogue and broaden their understandings of both the problem and its possible solutions. However, this may also cause misunderstandings, frustration, and ineffective work. Despite efforts to theorize such aspects in terms of design and implementation issues, the practices to organize this form of governance remain tricky accomplishments (Huxham, Vangen, & Eden, 2000; Vangen & Huxham, 2011). Thus, a growing interest in understanding the emerging processes of collaborative governance designs and their socially dynamic and open-ended

generative mechanisms, is stressed (Ansell & Torfing, 2014: 3; Bryson, Quick, Slotterback & Crosby, 2012: 24). This makes interactions, communication and discourse critical aspects to consider in relation to design and implementation in collaborative governance theory and practice (Purdy, 2012), however the conceptualizing of such is under-developed and their significance to understanding the organizing of this form of governance remain unexplored in greater detail.

In light of this, the article contributes with theorizing and unfolding communication and discursive aspects of the emerging processes of collaborative governance designs with the aim of understanding such accomplishments in greater detail. In so doing, it draws on organizational discourse studies of interorganizational collaboration and change, although these are not particularly concerned with public organizations (Hardy, Lawrence & Grant, 2005; Thomas, Sargent & Hardy, 2011). These offer useful concepts of communication and meaning negotiations, with which the article explores how collaborative governance designs emerge, are organized and change. The findings are based on an ethnographic case study of two local governments' collaborative governance practices in an effort to innovate quality-management methods for public daycare services in Denmark. Here daycare is a central welfare area, as 90-97% of all 0-6 year-old children are enrolled in daycare services. As such, these both ensure the gender equality in the labor force and serve as part of the overall education model (Plum, 2012).

This study shows that collaborative governance emerges through complex communicative processes of meaning negotiations, in which discursive resources and tensions of resistance are produced and generate change - both during processes of designing and implementing "final" designs. This proposes to approach the issues of collaborative governance designs as ongoing processes of organizing rather than clearly demarcated processes of 'design' and 'implementation'. The findings demonstrate how managers and others negotiate the local design of collaborative governance through multiple communication modes such as meetings, minutes, posters, e-mails, and booklets, through which managers include or exclude collaborative stakeholders. Furthermore, the study shows the ways in which collaborative governance designs are negotiated during implementation also. In these

negotiations across actors, time, and space, tensions of competing public management discourses generate power-resistance relations that affect the process. Thereby the article adds to the literature on collaborative governance by offering useful concepts for theorizing and unpacking issues of design and implementation, as they are negotiated in practice, which strengthen our understanding of the processes involved in enabling particular collaborative governance designs.

The structure of the article is as follows. I first address the literature on design and implementation issues in collaborative governance. I then present concepts from extant organizational discourse studies on interorganizational collaboration and change through meaning negotiations. Subsequently, I describe the empirical case, methods, and analyses, and then present the findings. I discuss the contributions and implications for theory and practice in the conclusion section.

Design and implementation issues in collaborative governance

Although variations appear, a recognized definition of collaborative governance is that it comprises various forms of networks and partnerships that gather actors from across “government/public agencies alongside private and not-for-profit stakeholders in the collective crafting and implementation of public policy” (Vangen, Hayes & Cornforth, 2014: 4). As such, it is often contrasted to more hierarchical organizing and forms of control associated with traditional public administration and new public management (NPM) and instead seen as part of a more flexible form of new public governance (NPM) (Ansell & Torfing, 2014; Ferlie, Hartley & Martin, 2003; Osborne, 2006), which is developing currently due to: “the growing complexity of pertinent public issues and a high degree of interdependence among stakeholders’ interests” (Choi & Robertson, 2014: 224). The potential of bringing various stakeholders together is that their diversity and interdependence may contribute to public value and innovation. However, they may also lead to conflicting interests, goal confusion, and power struggles. Consequently, social interactions within and across collaborations are stressed as potential sources of both success and failure (Huxham, Vangen, & Eden, 2000; Ansell & Gash, 2008; Purdy, 2012). The literature therefore

conceptualizes key design and implementation issues critical to enhance collaborative governance theory and practice.

One stream of studies makes such effort by combining theoretical concepts of new public governance, innovation, and design (Ansell & Torfing, 2014; Ansel & Gash, 2008; Hartley, Sørensen & Torfing, 2013). Thereby a link between collaborative governance and public innovation is explained through three generative mechanisms, which are: synergies of multi-actor processes, learning through collaborative communication, and the commitment to building consensus. As such, these mechanisms are stressing the potentials of the social interactions in this form of governance, and they are taken to emerge through and form collaborative design processes encompassing problem/future orientations in the invention of new solutions, heuristic devices to co-create and explore tangible ideas, and interactive arenas that include all relevant actors (Ansell & Torfing, 2014: 11-12). Thereby the emergence of collaborative governance is conceptualized in terms of generative mechanisms and design components. In so doing, the significance of open-ended and socially dynamic aspects of collaboration are highlighted, however their theorizing and complications are not unfolded in greater detail.

Another recent literature review of more than 250 studies of various forms of collaborative governance and public participation offers a set of design guidelines (Bryson, Quick, Slotterback & Crosby, 2012). This study unfolds design and implementation issues such as aligning designs with local problems, involving stakeholders, managing power relations and social dynamics. The guidelines are built into a cycle of design and redesign, as opposed to a step-by-step template; the authors stress it as an: “ongoing, active process of *designing* (*verb*), which is typically iterative and involves testing various ideas and prototypes before settling on the “final” design (a noun)” (Bryson, Quick, Slotterback & Crosby, 2012: 24). This latter study accumulates insights from multiple studies to enhance the link between theory of design and implementation issues and practice. Although, they offer instrumental guidelines, they also stress the significance of the ongoing social interactions affecting the designing and implementing.

In addition, another stream of studies also discuss the design and implementation issues identified in the literature on collaborative governance and, more generally, on interorganizational collaboration (Vangen, Hayes & Cornforth, 2014; Huxham, Vangen, & Eden, 2000). They outline the following critical issues: the degree of stakeholder inclusion, collective decision making, power relations, trust building, the distribution of public resources, policy-oriented goals, public leadership, and accountability (Vangen, Hayes & Cornforth, 2014: 4-7). These issues are viewed as marking crucial choices that affect the tricky multi-actor processes of collaboration, therefore, for success. This is because it is through the interaction amongst actors within and in between collaborations that idea generation and co-creation, as well as interest conflicts and goal confusion emerge and affect the design, implementation and outcomes (Vangen & Huxham, 2011; Vangen & Winchester, 2013). This stream of literature argues for the significance of design choices in relation to socially dynamic tensions and power relations between actors and organizations from different settings and hierarchical structures. Nonetheless, the ways in which discursive powers and resistance are produced and negotiated between actors and affect the designing of collaborative governance are underexplored (Purdy, 2012).

As such, the literature is developing concepts to enhance the theory and practice of collaborative governance with regard to the socially dynamic and open-ended aspects of design and implementation, as it is acknowledged that such issues remain tricky accomplishments in practice (Huxham, Vangen, & Eden, 2000). However, the social interactions and communication through which this form of governance is emerging in daily, even mundane practices are under-theorized, although they are considered critical constituents to the accomplishment of collaborative governance.

A discursive approach: exploring meaning negotiations

In this regard, this article unfolds a discursive approach to study the communicative processes through which particular collaborative governance designs gets organized through everyday interactions. I argue that this is valuable for strengthening the understanding of the emerging processes and issues constitutive to collaborative governance design and implementation.

The interest in discourse within collaborative governance literature has mainly been concerned with how new public governance discourses of, for example, public participation, collaboration, and innovation ‘bears down’ and affect local public policy and management (Skelcher, Mathur & Smith, 2005; Newman, Barnes, Sullivan & Knops; 2004). Such studies argue that “discourses of innovation [...] do not merely describe pre-existing practices, but bring them into being, ‘ordering’ contingent elements into relational systems of meaning” (Griggs & Sullivan, 2014: 21). Another study covers “three rule-giving discourses [and] provides a deeper understanding of the forces shaping the design of the new collaborative institutions” (Skelcher, Mathur & Smith, 2005: 580). These studies identify macro discourses as constitutive forces behind general types of collaborative partnerships in, for example, UK national policies. However, they say little about the emergence of collaborative processes in the everyday practices involved in designing and implementing of such.

In addition to these studies, the discursive theorizing of interorganizational collaboration is developing, although not specifically in relation to public organizations. (Hardy, Lawrence & Grant, 2005; Koschmann, Kuhn & Pharrer, 2012) Along with other discourse studies on organizational change (Thomas, Sargent & Hardy, 2011; Grant & Marshak, 2011), these studies offer concepts to approach collaborative communication, meaning negotiation and resistance – issues that are key to refine the understanding of collaborative governance as it emerges in particular local designs. They define discourse as “a set of interrelated texts and their related practices of consumption, production, and distribution, which bring into being an object or idea. The texts that populate discourses range from written works to speech acts to nonlinguistic symbols and images. Temporarily and rhetorically related texts constitute conversations in which participants draw on and simultaneously produce discursive objects and ideas” (Hardy, Lawrence & Grant, 2005: 61). This is particularly intriguing to present article, as it advocates turning toward the discursive and material practices through which texts are interrelated in various communicative actions and events across time and space, and thereby shape organizing processes of particular designs (Kuhn & Burke, 2014). Two related concepts are relevant to such a study: text-conversation dialectics and meaning negotiation.

Two studies, in particular, focus on interorganizational collaboration in terms of a text-conversation dialectic (Hardy, Lawrence & Grant, 2005; Koschmann, Kuhn & Pharrer, 2012). Despite certain differences, both studies conceptualize this dialectic as constitutive of interorganizational collaboration through the ways in which discourse, as a set of interrelated texts, is (re-)produced and/or changed through participants' conversations and other discursive practices that affect the formation of collaborative processes and events across time and space. Hardy, Lawrence, and Grant (2005) conceptualize this dynamic in relation to effective collaboration and a collective identity. They argue that effective collaboration is produced discursively through two entangled stages. The first stage entails the communication of a collective identity to the actors involved, while the second involves communication regarding the ways in which the collective identity can be translated into innovation through other discursive practices, depending on different styles of speech and discursive tensions. Koschmann, Kuhn, and Pharrer (2012) develop a model demonstrating the constitutive nature of the text-conversation dialectic in collaborative processes of value creation, which they argue depends on the production of a collective agency across collaborative members. Both studies highlight the complex, ongoing emergence of collaboration through text-conversation dialectics. This entail a nuanced understanding of dialogue as not necessarily consensus driven, but as characterized by meaning negotiations producing discursive tensions between multiple, possibly conflicting views and positions related to the issues at hand.

Related discourse studies concerned with organizational change expand this point by conceptualizing change as multi-story processes that emerge in ongoing meaning negotiations producing discursive tensions and power-resistance relations (Thomas, Sargent & Hardy, 2011; Buchanan & Dawson, 2007; Grant & Marshak, 2011). The meanings of a change program, such as a collaborative governance initiative, are negotiated through interactions among actors that in so doing use and produce relevant texts. Meaning negotiations are both active resources in and effects of text-conversation dialectics, by which discursive tensions are produced between the positions and interests made relevant. In turn, these tensions produce further negotiations and through these communicative processes normative directions for

change and collaborative outcomes are constructed. These studies thus stress that meaning negotiations are infused with power-resistance relations; although not necessarily in a repressive way, rather in a co-productive, generative way, as suggested by Foucault (1980: 142). This implies that some actors may be in a privileged position (e.g. managers) to negotiate meanings with other actors, but: “insofar as they design and introduce change initiatives, there is no guarantee that their interests will prevail. Such struggles are not necessarily negative or repressive, however, because there is always a creative potential to power-resistance relations as meanings are reordered and renegotiated – power-resistance relationships are thus enabling as well as restraining (Mumby, 2005)” (Thomas, Sargent & Hardy, 2011: 24).

These concepts are useful not only for examining how collaboration becomes effective or change, but also exploring the communication through which particular collaborative governance designs emerge, are negotiated, and change. It directs the analysis to follow the design and implementation processes as they are communicated in diverse modes such as documents, meetings, e-mails, prototypes etc. to unpack when certain meanings are fixed or changed, how ideas and decisions are made, and how the organizing of certain designs are interacted and accomplished. This suggests exploring emergence through communicative processes of meaning negotiations, including the discursive tensions and power-resistance relations that may generate designs of such form of governance.

Research methods: case study, data collection, and analysis

Present article is based on a qualitative case study of two local governments’ efforts to develop quality-management methods in daycare services through collaborative governance. In Denmark child daycare is governed by national law and handled by local public departments. Each local department consists of a head along with managerial consultants, whom I will refer to as public managers, as they have the public managerial responsibility. A department encompasses a number of daycare centers in which daycare managers and professional teachers work with children. Daycare departments are accountable to a division head and a political committee for

the quality of service provided by the daycare centers. Since 2004 a range of quality-management methods, including educational plans and quality inspections, have been introduced. Such practices are widely debated among professionals, managers, politicians, and researchers. Some view these methods as meaningless forms of control and useless paperwork that limit the teachers' time with the children, require translation into a more managerial format by the daycare departments, which is taken to provide little useful information for policy makers (Hviid & Lima, 2011; Plum, 2012).

In continuation of a public-sector reform in 2007, two local daycare departments and the Danish Union of Early Childhood and Youth Educators established a partnership to innovate new quality-management methods that incorporate stakeholders' perspectives on daycare quality. From 2010 to 2013, these two departments developed collaborative governance designs through meetings, laboratory workshops, and conferences concerning existing and new quality-management methods, as well as their likely potential and challenges. Some work involved several stakeholder groups, such as public managers, daycare managers, professionals, children and parents, politicians, and union representatives. Other activities involved only specific groups.

In 2012, politicians in both municipalities decided to develop collaborative governance designs as new quality-management methods. Moreover, in 2013 and 2014, the management teams were made responsible for designing and implementing collaborative governance events, which were called "daycare marketplaces". During the designing both small-scale events with few stakeholders and large-scale events for all stakeholders were organized. At the marketplace events, daycare managers and teachers discussed the quality of their work with other stakeholders, including other daycare staff, politicians, parents, and public managers, instead of accounting for it in written reports that are revised by public managers and presented to politicians. Accordingly, new quality accounts emerged in videos, pictures, narratives, and dialogues in workshops and meetings.

I conducted varying forms of fieldwork from 2010 to 2014. In some periods, I undertook ethnographic participant observations at city halls and daycare centers

following the idea-generation and design phases of collaborative governance. This involved shadowing participants during and in between collaboration, engaging with and interviewing participants, plus gathering documents and other objects that emerged as significant to the designing. Methodologically, this data collection combined discursive approaches and organizational ethnography (Fairhurst & Grant, 2010; Grant & Marshak, 2011; Yebema, Yanow, Wels & Kamsteeg, 2009), and aimed at producing rich data of everyday interaction as well as communication across time and space. The data-set resulted in audio and video recordings, field notes, actors' reflection notes, e-mails, visuals (e.g., participant-driven images, photos, and posters), reports, and organizational charts. The fieldwork focused, on the meanings and matters that were explicitly negotiated between actors, as well as implicit elements and enactments that might not have been intentional but that nonetheless affected the work.

The analysis began with a construction of a timeline in order create overview of what happened when, with whom, and through which interactions (Hardy & Thomas, 2014). While in the field, I had noted times at which "new" quality-management methods was an explicit topic and when "collaborative designs and implementation" was in question. Therefore, I also highlighted data related to idea generation and design. I then reviewed all data to ensure that I had included significant data sources that might not have been noticed otherwise. My final dataset included 6 laboratory workshops, 4 formal collaborative governance events (including daycare marketplaces), 16 design and management team meetings, 6 daycare meetings on quality management, and 12 single/group interviews with public managers (division heads, department heads, and consultants) and daycare managers. Data sources include field notes, audio and video recordings, organizational charts, website information, photos, a partnership article for a national magazine and partnership newsletters, meeting minutes, posters and booklets.

In the analysis, I searched for text-conversation dialectics and meaning negotiations to study the emerging processes of collaborative governance. To do so, I undertook multiple analytical iterations to construct and qualify patterns (James, 2012). From the iterative analyses two clusters became evident: one on designing, the other on

implementing. The first encompassed text-conversation dialectics and meaning negotiations related to idea-generation, to problems of existing quality-management methods and potentials of new collaborative methods and their design. This part of the analysis primarily draws on data from 2010-2012, as design was an explicit topic at that time. The other cluster concerning the implementation of a final design of the daycare marketplace primarily draws on data from 2013-2014. This comprise of interactions negotiating issues of implementation such as the purpose and legitimacy of the design, as well as its accomplishments. In both parts the communication related to issues such as trust vs. control, top-bottom dynamics and collaboration vs. hierarchy invoked discursive tensions that either explicitly related to NPM and NPG discourse, or that echoed issues, which the literature diagnose in relation to these public management discourses (Ferlie, Hartey & Martin, 2003; Skelcher, Mathur & Smith, 2005; Ansell & Torfing, 2014).

Findings

The findings are presented in two sections exploring how collaborative governance design and implementation processes emerged through various communication and meaning negotiations. The first focuses on how actors negotiated meanings of possible solutions to their problems of quality management in daycare, as well as how the design of collaborative governance emerged as a solution in meetings, text production, and managerial decisions. This elucidates the communication of ideas and decisions to solve quality management problems associated with control by designing collaborative governance events. In this case, managers sometimes included stakeholders in the idea generation and designing, while at other times they excluded them. The second section shows the ways in which a “final” collaborative governance design was legitimized and accomplished through discursive practices of booklets, articles, invites, meetings and collaboration. This elucidates the various communication involved in implementing the design, however, it also shows that even during implementation, the design of collaborative governance remained subject to meaning negotiations, which affected and changed its organizing continually. During both design and implementation discursive resources created tensions and

resistance that sometimes enabled the emergence of collaborative governance, sometimes restrained it. The examples provided are used because they elucidate the emerging processes of design and implementation, while unfolding their interrelations and socially dynamic complexity.

Negotiating emerging collaborative governance designs: bringing ideas to life

In the following I look into communications in which ideas for addressing problems of quality management were negotiated and how this affected the development of specific collaborative governance designs. The problems of existing quality-management methods were described as meaningless control rather than useful information about quality, e.g. in quality reports called education plans. As such, negotiations regarding what counted as meaningful became central to designing collaborative governance as a possible mean for innovating new quality-management methods.

The local governments addressed the problems of quality-management methods and ideas for potential solutions through meetings, workshops, conferences, and manager-written documents (e.g., meeting minutes and booklets), including interactions between public managers, politicians, daycare staff, and daycare union representatives. At a management meeting early in the partnership (2010), a department head explained the problems of existing methods to a consultant who just started that:

I am working as an economist and I am annoyed with the quality measurements we are using. I have been in situations where we measure things that do not make sense. For example, the education plans – they can be meaningless ... We need to be very critical, I think, when we start new things.

The department head described existing quality measurements and quality accounting as meaningless, and in this statement his position as an economist became a resource

to strengthen this argument that downplayed the use of measurements to manage quality in a meaningful way. The point that their idea-generation in relation to new methods needed to consider the purpose of methods became defining for the emerging process as the ‘meaning’ was negotiated throughout the design phase. For example at an interorganizational conference (2011), the idea of establishing collaborative governance as a new, more meaningful quality-management method was discussed, after daycare staff presented daycare quality from their educational perspective – and not in written reports. That presentation included pictures and videos from daycare life. In the audience were politicians, public managers, and union representatives, who then discussed collaboration as possible a solution to their problems:

Union representative: Does what we have seen here explain the education professionalism in a way that helps you reconsider your quality-management methods?

Division head: I have a dream [laughter] Well, I don’t think I need to say more, because there is major potential for collaboration to result in a common language that includes the public managers, the politicians, and the daycare staff. That includes communication among staff, children, and parents in a way that... When sitting in the council chamber as a politician and deciding on something that affects other stakeholders, you know the consequences. And you informed by alternative insights that alter only thinking about the budget... It is not easy, especially because finances are lacking, but I have a dream!

Department head: I still really like quality management, I need a job tomorrow, right? [laughter]. No I think such form of governing is important, the question is how? I don’t want education plans to be for the sake of public managers or politicians ... I am much more interested in finding methods that create value for the people that it is all about – and that is not me. I just need to know that what is going on in daycare reflects educational knowledge. In reality I think that all of us just want to know that daycare is offering children a good life.

At this conference actors negotiated the meanings of ideas for new methods that could be considered more meaningful than existing ones related to control, measurements and budgeting. The division head stressed collaboration and common language as potential methods for qualifying political decision making by adding educational insights relevant to budgeting. By referring to the idea of collaboration and common language as a “dream” he both stressed it as positive solution and as challenging to accomplish due to lacking resources. The department head altered the understanding of quality management as necessarily being problematic by using humor. In so doing he legitimized some sort of quality management, without directly agreeing but neither rejecting the idea of collaboration and common language as the solution. Instead he contrasted the meaning of quality management from being for the sake of policy makers and managers to creating value for stakeholders, and most importantly assuring the good life of children. Thereby he shifted the focus to the purpose of the method, rather than deciding on specific methods. In this conversation the problem-solution negotiation was nuanced, as the department head resisted echoing the problem as ‘quality management’ per se, and thereby the discussion of new methods shifted focus from being an issue of managerial control to one of creating public value. In effect, the meaning of new quality-management methods became to create value and reflect knowledge, but how was not settled yet.

In both municipalities, the meaning of new methods were negotiated in relation to purpose, with the result that focus was shifted from control to value and insights in children’s life. Thus, laboratory workshops were organized to generate and discuss ideas for new quality-management methods, and between such the management teams summarized ideas in meeting minutes, which were then discussed at managerial meeting. During the managerial meeting the managers designed a workshop to explicitly explore “meaningful” knowledge concerning daycare quality from the different stakeholders’ perspective and thereby generate ideas for new working methods (2012). The department head welcomed with the statement:

At our last meeting, we focused on what politicians want to know about how children benefit from being in daycare and how they might use that knowledge in policy making. We also discussed what daycare teachers and managers want to present to politicians. That gave rise to a few themes that we sent out as background material for the meeting today. I concluded last time by stressing that we need to move away from the laboratory to tangible experiments on accounting dialogically for children's benefits from daycare in a meaningful way. How can we organize large-scale dialogues that include the political committee, public managers, daycare managers, teachers in the municipality, and others who are involved in this work? What we need to do today is to generate ideas ... to begin moving from discussions toward developing tangible models of what can be meaningful. We won't make a decision today. Rather, the ideas generated today will be followed up by formal decision-making procedures, both administratively and politically.

In this extract, the department head framed the idea-generation of new methods in two ways; he linked the idea-generation of tangible methods to stakeholders' view on what knowledge about children's daycare life can be useful for in political work, and he stressed the decision about these methods were to be made separately. This framing invited actors to participate in generating method and design ideas and pushed the need to become tangible in terms of organizing, however, it clearly demarcated that influence was limited to this matter. In the following workshop, three groups brainstormed on ideas, which they then presented to the other groups on posters. The management team revised those presentations and posters in meetings and minutes afterwards, by which they concluded that four tangible ideas concerned different forms of collaborative governance, including recurring ideas for a daycare "marketplace" with different design issues associated.

As such, collaborative governance emerged as a solution to problems of quality management through these interrelated communications. Along the way some parts of the designs were explicitly negotiated between actors, and at other times, meanings were fixated through textual practices summarized by managers. In an e-mail, the

managerial consultant later (October 2012) described that: “It has been politically decided that in the future we are to design collaborative governance (instead of written quality reports) to evaluate the quality of daycare in a more dialogue-based, narrative manner. This is a shift from public managers’ translation of quality to politicians toward letting teachers and managers discuss the benefits of daycare with politicians, parents, public managers, children, and colleagues. We will work with the design from this point on and until the implementation of daycare marketplace next summer”. For this matter a design team including both public managers and daycare managers collaborated, and the meeting minutes and posters from earlier workshops were used to fixate what could be negotiated and what could not. The following discussion took place at such a meeting (2013):

Public manager: I have hung up these posters with ideas for collaborative governance designs because we now have to come up with concepts for how to bring them to life. We have to return to these posters with ideas for the daycare marketplace and the knowledge needs of stakeholders ... We have looked at them a couple of times, but this is just to remind us about the ideas for developing the design. There were different ideas for collaborative governance events – a children policy day, a daycare fair, the life of children in daycare, and a marketplace. That is what we need to work with now ... We have discussed the name and decided the “daycare marketplace” is a quality-management community that should be designed as a structured process aimed at evaluating education planning. We have a guide that helps daycare staff to summarize results and quality, which might be used for presentations at the marketplace, right? In that guide, the children’s voice is also stressed in terms of accounting for the senses of seeing, feeling, tasting, and listening. You were part of developing that - can you say more about it?

Daycare manager A: Yeah, it was not to only having the quality accounting be in written form but to also be able to evaluate through dialogue and to use the senses. This is because politicians say: “Well, this is affecting me. This is

making me curious, making me think more about daycare ... that is, when children are documented in narratives, via photos or in other ways ...

Daycare manager A: Yes. I remember one of the politicians bringing a booklet from one of our daycare excursions to a political meeting – he thought that was quality too. So, we need to remember that such things are a good starting point for talking about quality.

Daycare manager B: I agree because sometimes I fear that this will be the same kind of control, just in a different way ...

Public manager: Yes, we must be careful, right. That's why we need other methods, right?

Daycare manager B: Yeah exactly, because when we are talking, I'm thinking they still want it in writing.

Public manager: No, it doesn't say that anywhere, but you need to summarize and conclude on the quality - you can do that on tape...

Daycare manager A: That is exactly what you can do ...

Daycare manager C: Or you can videotape the children and then analyze it.

Public manager: Yeah ...

Daycare manager C: We can develop quality-management methods through IT ... technological advancements, like iPads and videos etc. right?

Public manager: Yeah, if you start developing your quality accounting in that way that's great to use in a daycare marketplace.

In the design meetings documents were used to steer the process and as such they created the discursive space for maneuvering; as the conversation shows, the name and design was negotiable, but the concept of a marketplace was not in question, however its purpose as a collaborative governance event of quality management was. During the meetings the public manager held a privileged position insofar as she could refer to texts e.g. posters that legitimized certain design ideas and choices,

while rejecting others. For example she summarized their definition as this form of collaborative governance as a structured evaluation community concerned with education plans, and stressed its purpose as more meaningful due to its ability to communicate quality by addressing the “senses” in relation to demonstrating the results of children’s time in daycare. This point was backed up by a manager, who argued for its positive effects on politicians. However, it was also challenged by another daycare manager, who questioned whether the daycare marketplace – despite its collaborative mode still could become a controlling quality-management method.

The negotiations affected the designing in two ways: the meaning of control was linked to writing which thus became negative and thus not something to be demanded for the daycare marketplace – as this was to be designed as more meaningful than earlier methods, although the manager stressed a demand to summarize and conclude. The other effect was that a negotiation of methods to communicate quality through other modes than writing was generated which led to a design that included multimedia presentations during the marketplaces. As such, the daycare manager challenged the conversation by questioning the differences between earlier quality-management methods and the potential of collaborative governance to form more meaningful methods. But her resistance was not destructive; rather it generated a nuanced dialogue on how the new design might not become a form of control, and how quality might be presented in ways other than written reports. This leads to design ideas about videotaping children and analyzing the video footage. After this meeting the public manager decided that multi-media should be used to support the collaborations of marketplace. But she also stressed a need to ensure that a constructive but critical discussion about quality was enabled during the marketplace in order for it to be evaluative and not just “a sunshine story to promote one’s daycare center”. Thus a design issue also became to prepare and enable daycare staff to deal with constructive criticisms possibly emerging during the dialogues with other stakeholders. Therefore, the public managers decided that the design needed to include external facilitators to support the collaborations and respectful critique, while also pushing for critical discussion and reflection.

Through different communicative practices actors negotiated meanings of quality-management methods and how they could design collaborative governance events related to different purposes. They discussed how collaborative governance, as a solution, could be designed as a more meaningful quality-management method than existing ones. Various discursive resources were used such as education plans, quality measurements, law, posters with ideas and meeting minutes, through which discursive tensions were constructed in terms of control and measurements vs. dialogue and collaboration associated to competing ideals of NPM and NPG. As such, the collaborative governance ideas and designs emerged through complex, interrelated interactions between both human and non-human actors, as meanings were negotiated, nuanced, and retained. Along the way power-resistance relations appeared between diverging meanings, which generated both challenges and nuances in the communication that became constitutive to the emerging processes of collaborative governance. However, as the public managers were the ones concluding and writing minutes, their positions were defining; they decided to negotiate meanings of ideas for collaborative governance with other actors when it was useful, but they also used their privileged position to steer and make making certain conclusions on their own.

Negotiating the implementation of a “final” design: the daycare marketplace

As shown above, a final design of the marketplace had been developed through meaning negotiations to become a solution to quality-management methods related to written reports and control. However, as this section unfolds, the design was negotiated and changed throughout its implementation too – both in relation to what its purpose was and in relation to how the organizing of collaboration became accomplished at certain daycare marketplaces. First, I briefly elucidate the negotiations of purpose in relation to legitimizing the implementation of a final design of marketplaces, and then I unpack the communicative practices that became critical to accomplishing the collaborative organizing of daycare marketplaces during 2013 and 2014.

Even during the implementation, the management teams struggled to legitimize the collaborative governance design of daycare marketplace. They experienced concurrent demands to still use quality-management methods associated with NPM, and they still negotiated the design, although they were already implementing it. This was addressed at network meetings between the management teams:

Public manager A: This marketplace is a collaborative method of evaluating education plans, and until now I have steered the design enough to say it's about evaluating the education plans and not about promoting the daycare sector as a political agenda. It is about educational quality right? I don't know if I can maintain this design all the way. Because the department head really wants to show things off to the politicians. And I'm actually now using [the written reports] by turning it around and saying: "well that's in the quality report", so it might suddenly become an asset.

Public manager B: Well that's great for you!

Public manager A: I wrote this report that I was so frustrated, but now I can say: "Well, you can read it there".

At such meeting the managers discussed diverging meanings of the purpose of quality management and their effects on implementing collaborative governance events as a new working method. The manager explained that she had steered the design of the marketplace in order for it to be implemented as collaboration about education quality rather than political agendas, but that she was struggling with the department head, who was trying to change the design towards a political agenda, although they had started its implementation. However, she resisted this by turning attention to the written forms of quality-management methods associated with control, which she had been frustrated with doing, and argued that the political agenda was accounted for there. During this meeting and at other meetings, the public managers referred to an article to legitimize the implementation of a certain design of the daycare marketplace, instead of changing it to include political agendas

and more writing. The article was written by the two local governments and published in a national public-management magazine in the spring of 2013. It stressed that:

In many municipalities, surveys, tests, measurements, and quality accounting take up a lot of time among teachers and other frontline workers. But with all the paperwork aimed at managing quality, the management agenda has become a challenge. [W]hat if the actors instead began to collaborate on new, more meaningful – and effective – methods of governing and developing local services like daycare? And what if public governance could build on trust rather than control?

By referring to the article the managers created discursive tensions of diverging meanings of written reports and collaboration, and in doing so they produced resources to resist efforts to change the implementation of certain designs, they had developed. In this way the article was used when the final designs of daycare marketplaces became questioned during implementation, and as such it became a discursive resource to legitimize implementing a certain design and thereby shifting away from practices of control that were often associated with NPM.

The final marketplace design was presented in various documents and in the invitation sent to stakeholders, including daycare staff, parents, union representatives, politicians, and public managers from various welfare services related to daycare. The invite used photos of children, text, and images of the location to explain the organizing of two collaborative processes: booths in which daycare staff were presenting and discussing their work on education plans with attendees, and workshops in which they evaluated their educational practices to support children's development and learning in dialogue and reflection with attending stakeholders. At such a daycare marketplace in 2014 attended by around 400 stakeholders, a daycare center, for example, presented their work with the natural sciences in such a booth. The staff used various materials from nature (e.g., leaves, branches), technology (e.g.,

computers), visuals (e.g., videos, pictures), and writing (e.g., booklets) to engage in interorganizational dialogues with attendees. The computer showed videos of day-trips to the woods, and the booth was built from natural materials, including wooden sticks and plants. The posters contained pictures of animals and the accompanying text describing them. The booths materialized the design as spaces for collaborative dialogues, in which the materials became discursive resources concerning quality. A politician opened the marketplace by saying:

This daycare marketplace is a replacement of the yearly quality reports sent to us politicians. Previously, every daycare center was required to write a quality report evaluating their work with education plans. That report was sent to the administration, and summarized and presented for the committee. This daycare marketplace gives us an opportunity to see with our own eyes, to enter into a dialogue, and to hear you talk about what is happening in the daycare centers. It is considerably more interesting for us to experience it this way. It is great to see the support for this event. Furthermore, I think this is a unique possibility for the daycare staff to share knowledge and inspire each other... We also have a lot of parents here – and although I cannot distinguish the various stakeholder groups from each other, I hope you are all well represented! I think that this daycare marketplace... shows that daycare is much more than nursing and looking after kids. It is so much more substantial, as there is so much focus on learning and development, which is great to see. Thank you for that!

In her statement, she stressed the significance of ‘experiencing’ daycare quality rather than reading about it. Her contrast of the design to written reports indicated it as a more meaningful quality-management method as it offered “a more interesting experience” and knowledge sharing between stakeholders. These strengths of the design were associated with the social interactions of stakeholders, but, as such, they also indicated the weaknesses; the accomplishment of the design depended on and changed through negotiations in both the booths and the workshops.

The workshops were designed to assure an in-depth presentation of educational quality by daycare staff which was then to frame dialogues between attendees. Prior to the events all attendees had signed up for specific workshops, so the management teams could assure that all stakeholder-groups were parts of the collaborations in workshops. Managerial facilitators also attended in case the dialogues needed to be framed or steered. However, in some of the workshops, the interactions of the attendees became defining for the collaborations. For example one workshop became more of an interrogation, because an attendee insisted on asking critical questions throughout the session. While another was changed from being a PowerPoint presentation and collaboration facilitated through questions and answers to a collective motor skill exercise.

At the latter workshop the daycare staff, three teachers and a manager, presented their education plans and practices with children by means of a PowerPoint presentation and a video, which showed a motor-skill program developed with a group of children. The teachers talked about developmental theories and learning goals that were the basis of their efforts. They also handed out a questionnaire with attention points which attendees could reflect upon and discuss during the workshop. On the walls there were photographs hanging and texts explaining educational activities concerning 'body and movement'. As the presentation ended and the discussion between the daycare presenters and participants were to begin, silence broke out however. The daycare manager asked if anybody had any questions, and the managerial facilitator asked a few questions, but collaboration between the attendees and the presenters did not seem to happen. Until one of the teachers turned around and started the video again. The video showed teachers and children engaging in a collective dance-balancing-act used to train motor function skills. She then said out loud: "This may look easy, but it's really hard. Why don't we all get up and use our motor functions – and then we can sit down and talk about the quality it brings to life?"

This invitation caused tumult; some people laughed, others looked a bit confused, and some looked at the door, until an attendee said: "All this writing is no good anyway" and stood up. The presenting teachers moved some chairs around, and the attendees

started to get up, and next they all started to move around like the children in the video in between chairs and each other. Afterwards some people sat down again, others kept standing, and this more informal placement of the actors in the room that did not look like a meeting room anymore, produced new conversations. The attendees were smiling, looking around and talking to each other. Then the daycare manager asked about the experience of ‘sensing’ one’s own body in relation to discussing the work with children on the subject matter. This caused laughter and then a few other teachers, a politician and a parent started asking questions and discussed the presentations. This led to a dialogue about the educational plans and their theories of motor function skills in connection to cognitive skills. The workshop ended up taking longer time than planned, and a smaller group of attendees, including a public manager and a politician, stayed in the room afterwards and discussed visiting the daycare facilities.

Thereby the more and less (dis-)organized interactions became critical for the accomplishment of this collaborative governance event; the design was renegotiated across through both presentations, Power-Points, photographs, questionnaires, videos, dance-balancing acts and the actors’ movements as well as chair-arrangements. Altogether, this changed the design of collaboration and its dialogues. Along the way tensions were created between ‘sitting down’ and ‘standing up’ to engage in quality, as well as ‘writing’, and although some of the attendees seemed to resist the invitation to engage in that type of collaboration, the mentioning of writing became a discursive resource that changed the events.

Likewise, interactions in the booths differed. Some were busy, while others were more or less empty demanding the daycare staff presenting to advertise and demand attention. During this event, I shadowed the department head and the division head, who strolled around the booths, discussing current changes in the political committee and a forthcoming national education reform in relation to their efforts to challenge NPM practices and various forms of control. Ironically, these actors often missed the opportunity to practice collaborative governance, as they passed by booths without conversing with other stakeholders, by which their interaction rejected the organized dialogic opportunities. At one point, however a teacher interrupted them and pulled

them into her booth to show a natural science project. She showed pictures and videos of children learning to climb trees, playing with natural materials, and learning about the seasons. Interestingly, this dialogue emerged due to the unpredictable involvement of a teacher who resisted hierarchical relationships in order to collaborate. Her interruption shifted the two heads' attention to the quality and value sought created and communicated by various materials. Thereby her involvement changed the heads' participation and, as such, the interactions shaped the final design through both enabling and resisting changes.

In the case of daycare marketplaces, the design and implementation of collaborative governance emerged through meaning negotiations regarding quality-management methods in terms of "control by writing" versus "trust by collaboration". Thereby discursive tensions associated with NPM and NPG were produced and infused the communication with power-resistance relations, which both enabled and restrained the organizing of collaboration. Sometimes collaboration was seen as an innovative solution, at other times the collaborative designs were questioned as another form of control, and so this form of governance became constituted through more and less interrelated communication creating tensions between competing public management discourses and related practices of quality management in daycare. The socially dynamic strengths and weaknesses of the design became critical to its situated organizing within and across both workshops and booths.

In managerial network meetings during 2014, the management teams reflected upon the feedback of the implementation of the marketplace, and its success. Although stakeholders such as politicians, teachers, parents and union representatives had expressed their satisfaction with the events, the division head and department head expressed doubt about collaborative governance as a quality-management method, and they had requested a new search for quality-measurement methods, which caused frustrations amongst the managerial consultants, who had developed the collaborative governance designs. This point became evident in an e-mail from one of the management teams after their evaluation of marketplaces, concerning the next steps of their collaborative governance practices:

We are to design a version 2.0 of the daycare marketplace based on our experiences and future needs. We have not started it yet but, unfortunately, we cannot rely on this design as the only quality-management method used to evaluate education plans in daycare. We are also asked to find other quality-measurement methods, but believe me, I am fighting.

During 2014 both local governments initiated renegotiations of new design and implementation processes for collaborative governance events as quality-management methods, as well as searching for new quality-measurement methods. As the e-mail indicates, however, these new initiatives to redesign collaborative governance alongside other working methods associated with measurements produced resistance that may well affect the emerging organizing of changed designs and implementations.

Discussion: design as ongoing organizing

The findings showed that collaborative governance practices emerge, are organized and change through the ways in which both their design and implementation are subjects for ongoing meaning negotiations in various communications across actors, time, and space. The first section elucidated first how the meaning negotiation of the problems in existing quality-management methods connected to control, such as written reports, led to collaborative governance as a more meaningful solution. Furthermore, that negotiations of the design were affected by this contrast between what was considered controlling methods and collaborative methods, the tensions of which produced resistance, but which also generated nuances and changes significant to the design. The second section elucidated the meaning negotiations of designs occurring during implementation, firstly in relation to fixating the purpose of the design, which produced tensions between a political agenda and educational quality. The findings demonstrated the ways in which the accomplishment of a "final" design was still negotiated when it was being implemented – in this case during interactions across the booths and workshops at the daycare marketplace. In the communication

of both the design and implementation, the use of discursive resources produced tensions and power-resistance relations associated with hierarchical control and NPM versus collaboration and NPG. These affected the meaning negotiations of design issues considered significant prior to the marketplaces, as well as the interactions that organized and changed the collaborations during marketplaces.

These findings suggest that collaborative governance does not necessarily emerge during demarcated phases and issues of design and implementation, but rather during ongoing organizing accomplished and complicated through endemic meaning negotiations and changes. This point relates to the current discussion of design and implementation issues of this governance form (Ansell & Torfing, 2014; Vangen, Hayes & Cornforth, 2014; Bryson, Quick, Slotterback & Crosby, 2012). In the discussions the socially dynamic, open-ended and iterative processes involved in the accomplishment of such designs are stressed, as is the need to theorize these processes further. Adding to the discussion, I will argue that we may both understand and conceptualize new aspects of design and implementation issues if we approach them as ongoing organizing constituted through various discursive practices emerging across actors, time and space. This point echoes the practice-based theorizing on collaborative governance (Huxham, Vangen, & Eden, 2000; Vangen & Huxham, 2011) which argue to strengthen the understanding of this governance form through studying everyday interaction, and it stresses a cross-fertilizing potential in relation to discourse-based studies of interorganizational collaboration (Hardy, Lawrence, & Grant, 2005; Koschmannn, Kuhn & Pharrer, 2012).

Many of the design and implementation issues covered in the literature concern the social dynamics of stakeholders involved in collaborative governance, and how design choices related to social interactions, communication, and power relations may affect and change the collaborative governance processes and products (Purdy, 2012; Bryson, Quick, Slotterback & Crosby, 2012; Vangen, Hayes & Cornforth, 2014). In this regard, the study has argued for a discursive approach because such pay attention to the formations of and struggles over meanings – with sensitivity to divergence as well as convergence, in the production of design ideas, choices, decisions and enactments (Hardy, Lawrence & Grant, 2005; Koschmannn, Kuhn &

Pharrer, 2012). This offers conceptualizing with which to explore the production of discursive power that may legitimize some design choices, while excluding others, as for example Purdy (2012) has called for. In extension, present article has demonstrated the potential of unfolding the communication of certain problems and possible solutions through which particular collaborative governance designs emerge, are negotiated, and change in discursive tensions and power-resistance relations. In particular, it allows for in-depth exploration of the meaning negotiations of certain issues emerging across actors, time and space, that become constitutive to the organizing of such governance form.

By elucidating discursive aspects existing notions of generative mechanisms (Ansell & Torfing, 2014) can be unfolded analytically and nuanced theoretically. In this regard, the article has demonstrated the importance of power-resistance relations and discursive tensions as constitutive to changes in the emergent organizing of collaborative governance. As shown in the findings, these elements highlight both the restraining and generative dynamics of meaning negotiations, the exploration of which adds empirically grounded understandings of the significance of discourse in relation to developing this form of governance. In so doing, this study also addresses extant research on collaborative governance as a public-management discourse (Griggs & Sullivan, 2014; Skelcher, Mathur & Smith, 2005). Not in order to either affirm or reject the macro discourse diagnosed, but rather by taking another starting point and thereby show how and what kinds of communicative practices and discursive tensions emerge and become relevant across actors, time and space. These practices and tensions constitute the emerging design by organizing particular collaborative governance events, which are more and less associated with certain macro discourses.

Conclusion

This article has explored theoretical and practical issues related to collaborative governance design and implementation issues. It has argued that a discursive approach adds a detailed understanding of the complex communicative practices constitutive to those processes and their socially dynamic and open-ended

emergence. Drawing on extant organizational discourse concepts it has unfolded the meaning negotiations across both social and material practices that affect the emergence of particular collaborative governance designs. The findings of a case study demonstrated how managers and others negotiated local designs of collaborative governance through multiple communication modes including interaction, writing, visuals and technology, by which managers both included or excluded collaborative stakeholders in the designing. Moreover, the findings showed that such design is continually negotiated – also during its implementation as the stakeholder interaction affect the organizing and accomplishment of a "final" design. During the negotiations across actors, time, and space, discursive tensions related to competing public management discourses and power-resistance relations were elucidated by the ways in which they generated changes in the design.

The strength of a discursive approach is that it attends to everyday interactions and communication to refine the understanding of the emergence of collaborative governance. As such, the study contributes by offering both theorizing and empirical exploration of the meaning negotiations constitutive to design and implementation choices. This also highlights the discursive tensions and power-resistance relations that generate changes in the consideration of certain issues significant to this form of governance in terms of e.g. trust, control, and dialogue. This adds to the current studies (Ansell & Torfing, 2014; Bryson, Quick, Slotterback & Crosby, 2012; Vangen, Hayes & Cornforth, 2014) as an approach for studying emerging governance designs as they are negotiated and changed through more and less ordered communicative practices across actors, time, and space. But it also suggests understanding such as ongoing organizing processes accomplished through and complicated by endemic meaning negotiations and change, rather than as distinct phases and issues of design and implementation.

That being said, the study is limited as a normative conceptualizing or instrumental guide but, nonetheless, it proposes that involved actors may reflect upon the open-ended and changing organizing enabling such form of governance (Vangen & Winchester, 2013), as they engage in negotiating meanings and matters of their local designs. Moreover, future research may well pay further attention to the more or less

(dis-)organized and (un-)intended communicative practices emerging across actors, time, and space, as particular designs of this form of governance are becoming. In so doing, a stronger focus on the constitutive effects of situated meaning negotiations and their production of competing public management discourses and related power-resistance relations is also intriguing. Thereby we may produce multifaceted insights on the emerging processes of collaborative governance – and the particular design and implementation issues that will be negotiated and thus become significant, as diverse stakeholders engage in co-creating public value and innovation.

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Chapter 7

Conclusions and Critical Reflections

Research questions and answers

Puzzled by the potentials and problems of collaborative governance, which public managers and others engage in to pursue public policy and service innovation, and the destabilization of familiar roles and ways of organizing to do so - this doctoral study set out to explore the constitutive processes of such governance construct. With ambitions of understanding the challenges faced by public managers and emerging through practices of managing and organizing this form of governance, as well as identified in the literature, I developed my approach at the intersection of collaborative governance theory and organizational discourse studies. This included a multi-site ethnographic case study of two local governments' collaborative endeavors to innovate new quality-management methods for the daycare sector in Denmark. I started the study by asking one overall and three specifying questions:

How are public managers challenged through discursive constructions of collaborative governance and which constitutive effects on managing and organizing are emerging?

- *How can I develop methods to approach discursive and material aspects of collaborative governance practices and which organizational constructions are emerging?*
- *How is the role of the manager constructed - through which positioning and with which challenges?*
- *How is the organizing of collaborative governance designs emerging; through which discursive practices and with which challenges?*

During my exploration of these questions I have examined challenges ascribed meanings and matters by public managers as well as collaborative governance scholars. I have theorized and analyzed constitutive dynamics and effects of emerging discourses and related social and material practices that produced challenges for public managers and affected practices of managing and organizing. Before answering the overall question, I will first go through the three supporting questions. This includes accumulating insights from across the chapters and the

research articles in the dissertation. Subsequently, the conclusions and the overall contributions will follow and, finally, I will critically reflect upon the approach developed and the implications for future research.

How can I develop methods to approach discursive and material aspects of collaborative governance practices and which organizational constructions are emerging?

In the method chapter and in the first article I argued for sensitizing the approach to discursive and material aspects as they emerge through empirically embedded constructions of the organizational phenomena in question – in this case collaborative governance. This was inspired by my interests in studying the constitutive dynamics of collaborative governance and its challenges by including both social and material practices of the discursive constructions. As such, this responds to a concern in organizational discourse studies not to overemphasize linguistic modes of meaning production at the expense of other aspects that may be significant as well (Iedema, 2007; Philips & Oswick, 2012). Without advocating for one best practice, I argued for developing multi-methods by combining discursive and ethnographic approaches, and in so doing, I unfolded the concept of multimodality. I showed its use to sensitize attention and methods to approach multiple modes of communication such as language, images, bodies, technology, space or other materials, and how they infused in meaning formations of local phenomena and problem constructions. I also argued that this does not demand a priori definition of discourse-materiality relationships or micro-macro levels, but allows for the researcher to collect rich data and then explore such complexities during analysis.

Through exploratory interviewing and participant observations I developed methods such as participant-written reflection notes, document-tracking and organizational mapping. These included tracking things, objects or texts of importance to quality management and collaboration, by which I collected data of both linguistic and other material modes (e.g. websites, photographs, phones, reports, spaces etc.) from within and across particular sites. These methods focused on multimodality in terms of modus (textual, oral, bodily, spatial or other materials) and expression (which

organizational construction was emerging). In the first article one such method, organizational mapping, was exemplified. It showed how actors' practices of mapping, reflecting upon, and discussing collectively, produced organizational constructions by voicing and enacting both taken-for-granted and strategic matters of collaborative governance. One example of this method elucidated managerial roles, hierarchical levels, challenges and changes: from being an intermediary in a hierarchical government construction to a facilitator of collaboration. Another example showed how actors collectively constructed and negotiated images of the organizing of collaborative governance. Both methods produced data of emerging organizational constructions of roles, agency, hierarchy, and collaborative organizing.

Therefore, the answer is that by sensitizing our attention to multimodality, we can combine and develop methods with which to approach both discursive and material aspects of organizational constructions as they emerge empirically. This produces rich data that may help us to think of relevant discursive modes, resources, levels and relationships significant to understanding those particular aspects. In the case of organizational mapping, the emerging constructions dissolved ideas of hierarchical roles and organizing. Rather, they produced discursive and material images of collaborative governance as more and less (dis-)organized practices, in which policy-making and management of the shared problems became matters reflected upon and discussed across multiple actors and spaces in the education area, however without producing convergence of meanings or complexity-reducing solutions.

How is the role of the manager constructed; through which positioning and with which challenges?

In the literature review, the analytical strategy and in the second article, I explored the changing role of public managers, an issue I also noticed during my fieldwork. Through my literature review I found that the new role of managers was identified as the facilitator and the capacity-builder to manage the diversity of actors, interests and goals, and their social dynamics and power relations. But the issues related to the changing roles and dealing with different, competing public management discourses and associated practices were unexplored (Pedersen & Hartley, 2008). My theorizing

of such issues was inspired by studies on managerial identity struggles in relation to public management discourses (Thomas & Davies, 2005; Ainsworth, Grant & Iedema, 2009). More specifically I unfolded the concept of subjectification as a process of simultaneous subjection and coming to agency (Knights & Bergstöm, 2006; Davies, 2006). I analyzed such processes in terms of positioning, which enabled me to study the constitutive dynamics and effects of role constructions and the challenges of changing roles – that became significant in my case study.

In the second article, the findings showed that the ways in which managers communicated collaborative governance as a solution to local problems – in this case of quality management, subjected them to change accordingly. Through their positioning they constructed both old roles of translation connected to hierarchy and control, and new roles of facilitation connected to collaboration and trust. Their positioning involved struggles of identity and agency in forming tensions associated with competing public management discourses of new public management (NPM) and new public governance (NPG). This elucidated both potentials and problems of direct access between stakeholders like politicians and daycare staff, of negotiating potential solutions with others affected by those solutions, and of letting go of particular managing practices to enable others. The findings, however, also showed that through such struggles a preferred agency was empowered – e.g. of becoming a facilitator that could steer collaborative group work by framing and concluding the outcomes. This constituted a local version of managing collaborative governance in the Danish daycare sector.

Taken together, the answer is that during collaborative governance practices, public managers are constructing multiple roles by positioning themselves in both ‘old’ and ‘new’ roles associated with competing public management discourses. The positioning produce struggles of identity and agency that challenge their enactment of specific roles, but which also enable them to empower certain agency, e.g. to facilitate collaboration in particular ways. As managerial roles are multiplied, the challenges emerging to manage collaborative governance include that public managers must not just change roles from an old to a new; rather they must construct role changes on an ongoing basis by positioning themselves in both NPM-roles for

hierarchical organizing and NPG-roles for collaborative organizing. This implies recurring struggles of identity and agency, however also recurring opportunities to empower certain agency at certain times and spaces.

How is the organizing of collaborative governance designs emerging; through which discursive practices and with which challenges?

I also explored issues concerning the design and implementation of collaborative governance – matters I had encountered during fieldwork, in the literature, and which I therefore discussed in the analytical strategy and the third article. The literature review described the organization of such governance form in contingency models, which success or failure were expected to depend on managers dealing with emerging design and implementation issues related to social dynamics (Ansell & Torfing, 2014; Vangen, Hayes & Cornforth, 2014). However, I found that the conceptualizing and unfolding of emerging aspects of social interactions and communication in relation to designing and implementing this form of governance was under-developed. In the analytical strategy and the third article I therefore argued that the understanding of such issues could be strengthened by approaching their discursive construction in everyday interactions emerging across various actors, time and spaces to accomplish such organization. To do so, I found inspiration in discourse studies on collaboration and change (Hardy, Lawrence & Grant, 2005; Koschmannn, Kuhn & Pharrer, 2012; Thomas, Sargent & Hardy, 2011). As shown in Article 3, I introduced their conceptualization of text-conversation dialectics and meaning-negotiations to theorize and explore the constitutive processes of the local designs in present case study.

The findings of the third article elucidated that collaborative governance practices emerge, are organized and changed through the ways in which both their design and implementation are subjects for ongoing meaning negotiations in various communication modes across actors, time, and space. These included e.g. meetings and workshops, through which they produced and disseminated texts in posters, meeting minutes, e-mails, booklets etc. One part of the findings showed that the ways in which actors negotiated ideas for possible solutions to their common problem of

quality management in daycare, generated ideas for local designs of collaborative governance. In this process, managers sometimes included stakeholders in the idea generation and designing, while at other times they excluded them. The other part of the findings demonstrated that even during implementation, collaborative governance designs remained subject to meaning negotiations that affected and changed the situated organizing of events. In these communicative processes, discursive resources produced discursive tensions and resistance between practices of control associated with NPM, and of collaboration associated with NPG. The resistance sometimes enabled the emergence of collaborative governance, sometimes restrained it. This affected which design issues and choices that became significant to the organizing.

Based on this, the answer is that the organizing of collaborative governance designs is emerging through meaning negotiations and communication across actors, time and space. Although managers may be in a privileged position when negotiating, insofar as they for example write minutes or conclude on decisions, the use of discursive resources produces tensions and power-resistance relations associated with competing public management discourses of NPM and NPG. This affects which issues and choices become significant to organizing particular designs. Thus, the emergence of collaborative governance are not necessarily matters of demarcated design and implementation phases or issues, but rather matters of ongoing organizing accomplished through and complicated by endemic meaning negotiations and change. The challenges of this is that such form of governance, then, is accomplished through more and less (un-)indented and (dis-)ordered communication emerging across actors, time and space.

Summing up the conclusions

How are public managers challenged through discursive constructions of collaborative governance and which constitutive effects on managing and organizing are emerging?

Taken together, the study shows that public managers are challenged by the ways in which discursive constructions of collaborative governance enable more and less

(dis-)organized communicative practices concerning a shared problem. Thereby the policy-making and management of that problem become matters reflected upon and discussed across multiple stakeholders and spaces, without necessarily producing convergence of meanings or complexity-reducing solutions. Furthermore, by the multiplied roles constructed that demands ongoing positioning in relation to both hierarchical practices associated with NPM and collaborative practices associated with NPG. This includes recurring struggles of identity and agency, however also recurring opportunities to empower certain managerial agency at specific times and spaces. Moreover, by the ongoing organizing accomplished through and complicated by endemic meaning negotiations emerging across actors, time and space, which produce various discursive resources and tensions of power-resistance relations, and generate changes - both during processes of designing and implementing “final” designs.

In effect, this means that managing collaborative governance is not just a practice challenged by facilitating tricky multi-actor processes, or dealing with the social dynamics and discursive power produced within collaborations. These count central and critical aspects, but - as a precondition it becomes matters of discursive struggles through positioning in order to create agency and construct local versions of this governance form alongside other public management forms. As such, managing becomes an ambiguous practice; on one side managers are positioning themselves to enable collaboration and thereby meaning negotiations of a shared problem without necessarily aiming for convergence of meanings. On the other side they also need to assure an outcome that is worthwhile the complications and struggles over meanings and matters, as well as performing other forms of management. This proposes that instead of approaching challenges of public managers as a matter of identifying a new role concept, or defining a set of practices, we should approach their continuing acts of positioning and struggles over meanings. This will help us further understanding the emerging challenges, and the situated effects on enabling certain agency for specific times and places both in relation to collaborative governance practices and other existing and becoming public management discourses. This implies enhancing our understanding of managerial challenges continuingly through our engagement with practice and its emerging effects.

Furthermore, it suggests that organizing collaborative governance is accomplished through more and less (un-)indented and (dis-)ordered communicative practices emerging across actors, time and space in relation to a certain problem. This means that the efforts of organizing this form of governance include disorganizing as well. By this I mean that the organization of such governance form seems to be constituted through multiple, sometimes contradicting communicative practices that negotiate its meaning and thereby affect its organizing and changes locally. Therefore, the accomplishment of local organizational designs includes communication that both organizes and disorganizes. But instead of understanding this as a problem to be solved theoretically or practically, we may better consider it as inherent to this form of governance, as a critical aspect of its complexity and its strengths and weaknesses. As such, this suggests that we not only develop the existing contingency models, but that we also refine the practice-based theorizing of this governance form further. This implies unfolding the discursive contradictions constructed in practice, as actors negotiate meanings of collaboration and its (dis-)organizing in order to make it a worthwhile governance means.

It seems that the expectations to the role of the public manager and to organize this form of governance are multiplied both through the discursive constructions produced locally, as well as in the literature. This highlights the need to further address the struggles of managerial identity and agency and as well as the negotiated constructions of which more and less contradictory managing practices and ways of organizing are becoming. Although 'more' communication across organizational actors and spaces do not necessarily result in 'better' communication or convergence of meanings when co-creating solutions through interorganizational collaboration, it is notable that public managers find this form of governance worthwhile the trouble. It may be because it presents a requested contrast to other dominating public management discourses and related practices, for example those associated with NPM. At least the promises of collaborative governance appear significant enough for public managers to continue their struggles over meanings of collaboration in order to (dis-)organize opportunities to co-create public value and innovation.

These findings invite us to become curious and creative to approach all sorts of communicative modes when studying workplaces that are engaged in managing and organizing this form of governance and possibly other types of emerging public management practices. In doing so, however, it becomes important to consider not just how a certain problem construction emerged – and what we may learn from it; but also how practice include research and researchers in their constructions of particular realities. Not necessarily because we can or should help solving problems, but because this may help both researchers and the researched in exploring the issues at hand. Furthermore, this engages us in reflections upon which versions we tell through our research, as telling one version excludes others.

The contributions of the dissertation

The findings are the results of my ambitions to develop this study at the intersection of the fields of collaborative governance and organizational discourse. In the following I will highlight the contributions to these two fields.

... To collaborative governance literature

This dissertation contributes to studies on collaborative governance by expanding the theoretical scope and analytical insights regarding the new managerial role and the socially dynamic design and implementation issues conceptualized in the literature.

Present study has contributed to collaborative governance theory by developing a complex-sensitive approach to theorize and unpack discursive and communicative aspects of this form of governance and its challenges, as they emerge in practice. This approach has offered concepts to explore how discourse and related social and material practices influence central issues such as social dynamics, power relations, dialogues, decision making and collaborative designs (Huxham, Vangen, & Eden, 2000; Ansell & Gash, 2008; Emerson, Nabatchi & Balough 2011; O’Leary & Vij, 2012). Also, how approaching discursive constructions shed light on and offer in-depth understanding of the constitutive processes emerging to co-create this form of governance and its new ways of managing and organizing collaboration across public

organizations and other stakeholder groups. In particular it has unpacked the challenges facing the public managers, as well as the complex communicative practices involved in the making of collaborative governance. More specifically, this dissertation expands the scope of collaborative governance theory regarding at least two central discussions in the literature; one on the managerial role, and one on the design and implementation issues.

Concerning the first matter, the literature discusses the managerial challenges in terms of dealing with e.g. stakeholder dynamics, interest-conflicts, competing goals and power relations as inherent to the new role of managers – as facilitators, which restores the manager in a central position. However, as this position is not stable, but changing and renegotiable, it is necessary to better understand the positioning between multiple roles. In that regard this dissertation has contributed by both theorizing and exploring this problematic and its managerial challenges. For that matter, I introduced the concept of subjectification with which I unpacked the discursive role-constructions through positioning acts, including simultaneous struggles of identity and coming to agency, as the findings showed. This adds to the understanding of new managerial roles and management tensions (Pedersen & Hartly, 2008; O’Leary & Vij, 2012; Silvia, 2011; Vangen & Winchester, 2013) as it unfolds the significance of positioning to renegotiate identity and create agency; the challenges and tensions emerging from competing public management discourses and associated practices; the creation of preferred roles and their effects on specific ways of managing and organizing collaborative governance. Studying managerial positioning rather than roles highlights the unsteadiness and situated enablement and restraints, and thereby offers new understandings of the managerial challenges of undertaking a new role alongside other roles, of discursive tensions and the complexity involved in managing collaborative governance.

The discussion on managerial challenges is also concerned with the changing managerial authority and power (Silvia, 2011; Purdy, 2012). Relational aspects and discursive power is theorized to produce legitimacy and elucidate the negotiation of managerial authority between actors within collaborations. In extension to this, this study has shown that power is not just produced and negotiated within collaborations

and between collaborative actors, but also in struggles to empower managerial agency prior to and in between collaborations, when managers prepare for or conclude on collaborative governance events. This suggests that authority is not necessarily 'lost', rather the power relations forming authority in collaborative governance works through other means than hierarchical, and thus creates another agency, which may be facilitative and negotiable, but not necessarily less steering. With these analytical insights and conceptualizing of managerial challenges in terms of discursive struggles of positioning, the dissertation adds to existing theorizing of managing through tensions (Vangen & Winchester, 2013) and discursive power (Purdy, 2012).

Regarding the second matter, issues of design and implementation, the dissertation has demonstrated the potential of a discursive approach to explore such issues as they emerge and become significant to the organizing in everyday interactions of collaborative governance. These issues concern social dynamics of multiple stakeholders, and how design choices related to multi-actor interaction and power relations may affect and change the processes and products of this form of governance (Vangen, Hayes & Cornforth, 2014; Ansell & Torfing, 2014; Bryson, Quick, Slotterback & Crosby, 2012; Purdy, 2012). To explore these issues, this study introduced the concepts of text-conversation and meaning negotiations, demonstrated their value to elucidate the formations of and struggles over meanings – with sensitivity to divergence as well as convergence, in the production of design ideas, choices, decisions and enactments. In doing so, it unpacked the ongoing discursive and material practices involved in negotiating particular designs when organizing collaborative governance in practice, and thereby shed new light on its emergence involving both human and non-human actors, discursive tensions and power-resistance.

By unfolding the communication of certain problems and possible solutions through which particular collaborative governance designs emerge, are negotiated, and change in discursive tensions and power-resistance relations, the study has added to the understanding of discursive power as legitimizing some design choices, while excluding others, as Purdy (2012) has called for. Furthermore, by elucidating the both

restraining and generative dynamics of these negotiations, it has offered in-depth exploration and theorizing that nuances existing conceptualizing of the generative mechanisms (Ansell & Torfing, 2014). As such, the exploration of struggles over meanings and matters with sensitivity to divergence as well as convergence in the production of design ideas, choices and practical accomplishments adds empirically grounded understandings of various socially dynamic design and implementation issues. As argued in the findings, this proposes to view design and implementation as organizing processes emerging through complex communicative practices, in which negotiation and change is endemic. This, in particular, adds to existing practice-based theorizing (Vangen & Huxham, 2011, Vangen & Winchester, 2013), and power frameworks (Purdy, 2012).

... To organizational discourse studies

The dissertation has explored the challenges emerging through the discursive constructions of collaborative governance and how this constituted specific ways of managing and organizing. In doing so I unfolded central discourse concepts and I have engaged in critical debates within organizational discourse studies, the contributions of which I turn to now.

In particular, I have responded to a critique often aimed at discourse studies to overemphasize the significance of linguistic practices (Iedema, 2007; Philips & Oswick, 2012; Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014). With the critique, calls have been made to advance concepts and methods to refine our approaches to both discourse and materiality. As this has become a timely ‘hot potato’ (Putnam, 2014) a growing amount of studies are appearing, however most of them are conceptual. Some of these note that materiality is already integrated in many discourse studies although not necessarily highlighted (Hardy & Thomas, 2014; Ashcraft, Kuhn & Cooren, 2009), with which this study agrees. Nonetheless, we can do more to develop our approaches to the complexities of discourse-materiality, and as it is less has been done to share and refine strategies to engage in material aspects of discourse by combining and developing fieldwork methods.

In this dissertation I have unfolded the concept of multimodality (Iedema, 2007) in order to develop and explore methods sensitive to both discursive and material dimensions when collecting data. The sensitivity to multimodality argued for in the dissertation was both to develop methods to approach multiple modes of communication in play and to do this by being responsive to empirically embedded phenomena and problem constructions. I demonstrated this potential by combining discourse-based and ethnographic approaches. However, the point has not been to argue for this combination as the best option per se. Rather, the point has been to argue for an approach to develop fieldwork methods attending to both social and material aspects of the empirically embedded discursive phenomena and problems. This, I will argue, adds to the conceptual discussions of discourse and materiality (Philips & Oswick, 2012; Mumby, 2011; Iedema, 2011; Alvesson & Kärreman, 2011; Putnam, 2014; Hardy & Thomas, 2014), by exploring its implications for developing multi-method approaches.

I have argued that sensitizing methods to multimodality helps producing rich data of empirically embedded constructions, without necessarily demanding a priori definitions or pre-empirical analytical categories of for example discourse/materiality, Discourse/discourse, micro-macro levels (Kuhn, 2012; Hardy & Grant, 2012). Thereby we can collect data that help us to think of which communicative modes, discursive resources, analytical levels and conceptual relationships that may be significant to theorize and explore to unfold the constitutive dynamics and effects of the particular complexities in question. This adds to the discussions about discourse-materiality as well as D/discourse distinctions by unfolding their implications for strategizing relations between methods and analytical categorizing. Furthermore, I have offered tangible examples of multi-method approaches combining discourse-based and ethnographic considerations for fieldwork in collaborative governance practices. Although ethnography is not new in discourse studies, the strategies for developing methods are rarely spelled out or explicated. As such, I do not claim that the methods exemplified are applicable to any study, but they may be useful for discourse scholars considering ethnography to include materialized aspects.

The method examples as well as the analyses have demonstrated the potential of combining discourse-based approaches with other research fields in order to address particular issues – in this study the competing public management discourses and collaborative governance practices. Although I have not developed new analytical concepts, the application of existing concepts like subjectification and positioning as well as text-conversation and meaning negotiations, has highlighted their relevance to other established research fields such as public management. In this way, the study has advocated for the relevance for approaching constitutive dynamics and effects of discourse to understand emerging issues associated with new public management (NPM) and new public governance (NPG).

The analytical insights gained through the study of managerial role constructions added empirically grounded understandings of the challenges of managerial subjectivity in relation to competing public management discourses, which nuance existing insights mostly related to NPM (Thomas & Davies, 2005; Ainsworth, Grant & Iedema, 2009). Moreover, it has highlighted generative aspects of power-resistance to changing and competing public management discourses in the study of collaborative governance (Hardy, Lawrence & Grant, 2005; Thomas, Sargent & Hardy, 2011). This has demonstrated the potential of organizational discourse studies to unfold struggles over both taken-for-granted and strategic meanings and matters of managerial roles and agency in relation to more and less hierarchical levels and collaborative (dis-)organizing, when public policy and service innovation become matters for co-creation across multiple actors, spaces and time.

Altogether, I have contributed to the field of organizational discourse by demonstrating the analytical insights gained through its conceptualizing and the theory-bridging the findings of such suggest, as well as offering analytical insights and empirically grounded understandings of phenomena related to collaborative governance. This advances the understanding of the discursive aspects crucial in the constitution of collaborative governance practices and their challenges. In so doing, it also proposes the cross-fertilizing potential of organizational discourse perspectives in relation to the research field of collaborative governance and public management.

Critical reflections: looking backwards

With this dissertation I have developed a complex-sensitive approach at the intersection of collaborative governance theory and organizational discourse studies. It has proven to be fruitful to fertilize insights from the two fields in order to study the challenges emerging through the constitutive dynamics and effects of managing and organizing this form of governance. Altogether, I have found that working across such fields enriches the theorizing, methods and analyses, when exploring complexities by developing multi-methods, integrating issues and insights across literatures in order to produce synergistic effects and to unfold and understand particular phenomena and problem constructions. That being said, quite a few frustrations have been part of this research endeavor, although understated in this version. Therefore, in extension to above contributions I will mention some of the issues I have encountered, as they nuance the potentials and problems relevant to discuss in relation to bridging theories and working with co-existing vocabularies and definitions, writing an article-based dissertation based on longitudinal fieldwork and the degrees of empirical involvement.

The interest in bridging theories in this dissertation has emerged through the iterative research processes described above and from my experience with public managers being interested in getting new tools and perspectives with which to understand the problems and phenomena, they see as central to their working lives. In my meeting with such actors and my reading of literature in relation to collaborative governance I noticed several overlapping interests in the significance of collaborative interaction and communication, in power relations and social dynamics and in relation to public management discourses and emerging organizational processes of change. Likewise, my engagement in organizational discourse studies impressed me with the work done to advance such perspectives in relation to identity, to organizational change and also to interorganizational collaboration. Nonetheless, bridging such fields of research is not easily done; in particular I have struggled with composing intersections driven by puzzles through which I could bridge theorizing in a generative manner possibly interesting to scholars from both knowledge bodies, instead of spotting gaps and closing my argument by only relating to one of the fields. Without assuming this has

been done to perfection, I hope to have constructed bridging opportunities recognizable to scholars across the fields of collaborative governance and organizational discourse.

Another challenge in this regard has been to work across multiple definitions in terms of phenomena and conceptualizing. Both in collaborative governance and in organizational discourse, multiple definitions co-exist, in the former for example concerning the phenomena of collaborative governance, managers and organizational design. In the latter phenomena like human actors are defined in more and less anti-essentialist terms of subjectivities, subject positions or identities. I have sought to balance these phenomena constructions by viewing them as multiple facets complimenting each other as different versions and aspects of overlapping phenomena. For example I approached the ‘public manager’ as an empirical construct manifested by actors like managers and others involved in managing practices. This I mirrored in literature on collaborative governance that conceptualized managerial roles and challenges - the facilitator working through management tensions. In addition I ‘read’ these issues through conceptualizing managers as discursively constructed through positioning in struggles of identity and agency. Although challenging both when doing fieldwork, reading, theorizing, analyzing and writing, I have found that this way of approaching phenomena through multiple facets qualified my ability to ask questions and understand significant nuances of the issues, which I have worked to elucidate, rather than the confusions involved along the way.

In this regard, another challenge has concerned the multiple definitions of central theoretical aspects such as discourse and communication. As mentioned in the analytical strategy, this is a challenge in a ‘plurivocal’ field of organizational discourse (Hardy & Grant, 2012), but I see the richness as stimulating. I have both struggled and found comfort with not having a single definition of discourse and communication from the beginning. Instead I worked with multiple notions and postponed to identify single definitions until grappling with analyses and writing articles. This, I find, have been a productive way of developing my approach at the intersection of the two literatures in relation to empirical phenomena constructions, when analyzing and theorizing, because it makes the concepts epistemological

stances on which to compose relevant analytical levels and theorizing, rather than following pre-empirical definitions and pre-analytical micro-macro levels deductively as ontological presumptions. Although this is contested (Kuhn, 2012), I found it useful to generate theoretical interests, analytical concerns and empirical sensitivity, regardless of the problems involved. Moreover, it enabled me to constructively include criticism often directed towards discourse studies concerning questions of e.g. materiality and agency (Kuhn & Putnam, 2014; Fairhurst & Putnam, 2014).

Lastly, I want to mention a recurring critical reflection concerning the problems versus the potentials of writing an article-based dissemination, especially when dealing with data-sets from longitudinal fieldwork. One of the potentials of longitudinal fieldwork is the rich data produced – which demands extremely disciplined data management, but which also offers multi-faceted details of the subject matter. This has made me struggle with the choice of writing articles, because on one side I find the richness of data insightful and useful to analyzing and theorizing, on the other it has been hard to find the space for such details in articles. Reversely, the space limits also enforce a sharpness and precision in arguments as well as analytical points. To this end, the potential of writing articles based on rich data sets is that there is always another article to write. This case is no exception; many issues and aspects from my fieldwork have been left out in the dissertation – with my regret, but also with my accept, as I know their time will come.

Critical reflections: looking ahead

On a final note, I will shortly turn to some of the implications this dissertation point to for future research. As it is, extensive efforts have been made to develop and communicate the potential of discourse approaches to study a number of organizational phenomena (Grant, Hardy, Oswick & Putnam, 2004; Philips & Oswick, 2012; Fairhurst & Putnam, 2014; Kuhn & Putnam, 2014). For example, special issues in various journals have elucidated both conceptual and analytical insights from discourse perspective on organizing (Cooren, Kuhn, Cornelissen & Clark, 2011) organizational change (Grant, Michelson, Oswick & Wailes, 2005) and

recently also discourse and materiality (Putnam, 2014; Hardy & Thomas, 2014). However, more can be done to share both analytical and methodological strategies between scholars within organizational discourse and with others who might consider this for theory-bridging (Philips & Oswick, 2012).

In particular, I have found that exploring new and refining methods for both fieldwork and analysis is a promising venue to attend further to – as it can engage us from across various interests, approaches and epistemological stances to advance the approaches to organizational discourse. From my point of view we can gain more by sharing and sophisticating our considerations when combining and developing methods and analytical strategies. One thing is to unpack for example multi-methods and method-mixing, but another interesting aspect is to explicate and advance the conceptualizing of connections between pre-empirical categorizing, empirical phenomena and problem constructions, developing fieldwork methods and producing certain kinds of data and analyses.

Furthermore, considering the deeply politicized construction of public organizations, I see a great potential in continuing to fertilize organizational discourse interests with the public management literature and practice. In particular, I would argue for exploring the not only struggling, but also creative and generative aspects of diverging meaning productions and associated practices in relation to emerging public management discourses and the tensions they are working through and worked upon in practices. In the context of business schools, and in particular in a Danish context, chances to critically engage, theorize and problematize further are multifarious considering the interest many empirical actors have in research and management education – e.g. through the programs of Master of Public Governance, Master of Public Administration and other public management educations.

Furthermore, the still growing manifestation of national, regional and local initiatives to solve public problems by co-creating public value and innovation in various public and private laboratories, networks and partnerships, suggests that the issues treated in this dissertation are all the more relevant to continue to explore. The question arises as to how we as researchers answer and contribute to such at the intersection of local public management sites, with their phenomena and problem constructions, and our

theorizing and puzzles? I hope to have contributed to discussing such questions and what this entails theoretically, methodologically and analytically – in this case at the intersection of collaborative governance and organizational discourse.

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Summary in English

This doctoral study explores problematics of managing and organizing collaborative governance from an organizational discourse perspective. Collaborative governance is a public management practice developing currently with the aim of engaging stakeholders to address and co-create potential solutions to complex public problems, such as policy and service innovation. This is seen as a potential shift between new public management (NPM) and new public governance (NPG) discourses in the governance literature. Pursuing collaborative governance in practice is not taken to be an easy task, as it involves changes from hierarchical organizing towards interorganizational collaboration in networks and partnerships. The literature therefore discusses both the potentials and problems, and conceptualizes their issues in organizational models of design and implementation issues, and new managerial roles. These issues are approached as managerial challenges and unfolded in terms of paradoxes, socially dynamic tensions and power relations – especially by one stream of studies. They stress the need to understand challenges of collaborative governance practice by approaching the emerging social interactions and power relations; however, the theorization of communication and discursive aspects to do so is under-developed.

This study contributes to developing an organizational discourse perspective to approach collaborative governance practices. In so doing it draws on organizational discourse studies referring to Foucault. This inspires the present study to theorize relations of discourse, practice and materiality as constitutive dynamics, with which it examines how public managers are challenged through discursive constructions of collaborative governance. The dissertation explores this empirically through a multi-site ethnographic case study of collaborative governance practices in two local governments' work to enable innovation of quality-management methods for the daycare sector. Through the course of three articles, the dissertation examines a) potentials of developing methods to approach both discursive and material aspects of such organizational construction, b) managerial challenges related to changing roles and practices associated with different public management discourses, and c) design and implementation issues concerned with social dynamics and power relations.

The first article unfolds the concept of multimodality and discusses how to develop methods approaching the discourse-material complexities emerging through collaborative governance practices. It shows the potential of using multimodality to sensitize and develop methods for studying multiple modes of communication, and it exemplifies with two methods that combine discourse-based and ethnographic multi-method approaches. The second article explores the challenges of changing managerial roles by introducing the analytical concepts of subjectification and positioning. The findings show the simultaneous struggles of identity and creation of agency and their effects on particular ways of managing by facilitation, as well as struggles emerging in effect of multiple role constructions associated with public management discourses of control and trust. The third article examines the emerging processes of collaborative governance designs by conceptualizing and exploring the communication and meaning negotiations concerning such design and their organizing. The findings show the complex discursive practices spanning across actors, time and space, and their effects on idea generation, stakeholder-inclusion, the final design accomplished. They also elucidate the discursive tensions and resistance relating to diverse public management discourses of hierarchy and collaboration, and how these generate changes in a more and less (dis-)organizing process shaping a particular design.

In summary, the study shows that public managers are challenged by the ways in which discursive constructions of collaborative governance enable more and less (dis-)organized communicative practices concerning a shared problem. Thereby the policy-making and management of that problem become matters reflected upon and discussed across multiple actors and spaces, without necessarily producing convergence of meanings or complexity-reducing solutions. It seems that the expectations to the role of the public manager and the practices to manage and organize this form of governance are multiplied both through the discursive constructions of managers and other actors across time and space, as well as in the literature. Even though 'more' communication across organizational actors and spaces do not necessarily result in 'better' communication or convergence of meanings when co-creating solutions through interorganizational collaboration, it is notable that public managers find this form of governance worthwhile the troubles. It

may be because it presents a requested contrast to other dominating public management discourses of for example NPM. At least the promises of collaborative governance appear significant enough for public managers to continue their struggles over meanings of collaboration in order to (dis-)organize opportunities to co-create public value and innovation.

Dansk resumé

Denne afhandling udforsker problemer ved at lede og organisere samskabende styring fra et organisationsteoretisk diskursperspektiv. Samskabende styring er en praksis, der er under udvikling i mange offentlige organisationer i disse år. Målet er at involvere forskellige interessenter i samarbejde for at adressere og samskabe mulige løsninger på komplekse, offentlige problemer fx vedrørende politik og service innovation. Sådanne praksisser anskues som et tegn på et skifte mellem new public management (NPM) og new public governance (NPG) diskurser i ledelseslitteraturen. Det antages ikke at samskabende styring er nemt at udføre i praksis, da det involverer forandringer fra hierarkiske organiseringer til tværorganisatoriske samarbejder i fx laboratorier, netværk og partnerskaber. Litteraturen diskuterer derfor både potentialer og problemser, og den konceptualiserer disse i organisationsmodeller for design og implementering, samt nye lederroller. Problemstillingerne anskues som ledelsesudfordringer, og udover modellerne, analyseres de som paradokser, socialt dynamiske spændingsforhold og magt – i særligt grad af en gruppe studier. Disse studier understreger behov for at forstå udfordringerne ved samskabende styring ved at studere sociale interaktioner og magtrelationer, dog er teoretiseringen af kommunikation og diskursive aspekter, for at bidrage hertil, under-udviklet.

Dette studie bidrager med at udvikle et organisations-teoretisk diskursperspektiv til at undersøge samskabende styring i praksis. For at gøre dette trækker afhandlingen på en strømning diskursstudier, der med inspiration fra Foucault ser på offentlige ledelsesidentiteter, tværorganisatorisk samarbejde, samt organisationsforandringer. Dette inspirerer afhandlingens teoretisering af diskurs, praksis og materialitet som konstitueringsdynamikker, hvormed den undersøger hvordan offentlige ledere udfordres igennem diskursive konstruktioner af samskabende styring. Dette udforskes empirisk via et multi-site etnografisk case-studie af samskabende styringspraksisser i to kommuners arbejde med at udvikle nye kvalitetsstyringsformer til dagtilbudssektoren. Igennem tre artikler undersøges følgende: a) potentialer ved at udvikle empiriske forskningsmetoder, der inkluderer både diskursive og materielle aspekter ved sådanne organisatoriske konstruktioner, b) ledelsesudfordringer forbundet med at ændre roller og praksisser associeret med forskellige offentlige

ledelsesdiskurser, og c) design og implementeringsproblemer vedrørende sociale dynamikker og magtrelationer.

Den første artikel trækker på begrebet multimodalitet, hvormed den diskuterer mulighederne for at udvikle metoder til at indfange diskurs-materielle kompleksiteter, som de fremkommer empirisk gennem samskabende styringspraksisser. Den viser potentialet ved at udvikle metoder, der er sensitive for multimodalitet, til at undersøge flere samtidige udtryksformer, og den eksemplificerer med to metoder, der kombinerer diskurs-baserede og etnografiske tilgange. Den anden artikel udforsker udfordringerne ved at ændre lederroller ved at introducere analysekoncepter om subjektivering og positionering. Analysen viser ledernes udfordringer ved samtidigt at skabe nye identiteter og handlerum, samt de effekter det har for særlige måder at lede ved at facilitere samskabende styring. Den viser også de kampe, der opstår i kraft af flere samtidige rolle-konstruktioner forbundet med konkurrerende ledelsesdiskurser om tillid og kontrol. Den tredje artikel undersøger tilblivelsen af samskabende styringsdesign ved at konceptualisere og udforske kommunikationen og meningsforhandlingerne vedrørende design og implementering. Analysen viser de komplekse diskursive praksisser, der på tværs af aktører, tid og sted former ide-generering, metodeudvikling og design og implementering. Den viser også de diskursive spændinger og modstande, der relateres til forskellige ledelsesdiskurser om hierarki og samarbejde, og hvordan dette genererer forandringer i en mere og mindre (dis-)organiseret proces, der muliggør et bestemt design.

Opsamlende viser undersøgelsen at offentlige ledere udfordres af måderne, hvorpå diskursive konstruktioner af samskabende styring etablerer (dis-)organiserede kommunikative praksisser vedrørende et fælles problem. Derved bliver politik-udviklingen og ledelsen af det problem til emner, der reflekteres over og diskuteres på tværs af flere interessent-grupper og steder, uden at det nødvendigvis skaber enighed eller kompleksitetsreducerende løsninger. Forventningerne til den offentlige leders rolle og deres arbejde med at lede og organisere samskabende styring fordobles gennem de diskursive konstruktioner, der produceres lokalt, såvel som i litteraturen. Selv om 'mere' kommunikation ikke nødvendigvis bliver til 'bedre' kommunikation eller enighed, når der samskabes løsninger via tværorganisatorisk

samarbejde, finder er det væsentligt at offentlige ledere finder denne styringsform postyret værd. Det kan være fordi den manifesterer en efterspurgt kontrast til andre dominerende offentlige ledelsesdiskurser, som fx NPM. I hvert fald fremstår potentialerne ved samskabende styring signifikante nok til at offentlige ledere fortsætter med at kæmpe for at skabe mening med samarbejde og derved at (dis-)organisere muligheder for samskabelse af offentlig værdi og innovation.

Appendix

Appendix A: Interview guides

Interview Guide: Daycare managers, 2010

Quality Management Innovation (QMI) in daycare & collaborative governance

Basic Info & working life:

- Important info about your position and work?
- What you like/dislike about your job?
- About the daycare center? Organization: teams, meetings...?
- Education ideals & planning...?
- Particular characteristics, initiatives

Collaborative partners:

- Who do you collaborate with as it is?
Inside/outside of the daycare center (cityhall, parents, other daycare managers...?)
- How do you see this daycare center in relation to the local government – how would you describe the local organization?
- Who would you like to collaborate more with/talk to/learn from (e.g. children? Parents? Politicians?)
-

Daycare QMI:

- What is your most important job as a manager? What makes you happy/sad or creates value/problems in everyday work?
- What is daycare quality? How does it show?
- How do you manage and support quality development? What are the biggest issues and challenges in QMI seen from your position?
- What are your hopes/dreams of QMI?

Other important things:

- Did we miss anything?
- Something to add?
- Anything else?

Interview Guide: Daycare managers & staff, 2011 & 2012

Quality Management Innovation (QMI) in daycare & collaborative governance

Basic Info & working life:

- Share info about formal positions and daycare info
- What am I really busy with these days in my work with QMI?
- What would I like to be busy with in QMI?
- Whats new???

Collaborative partners:

- Who do you collaborate with as it is? Has this changed?
- Inside/outside of the daycare center ?
- In relation to the local government – how would you describe the local organization?
- How do you think this affects your work with QMI?

Daycare QMI:

- How do you see the work with QMI?
- How does it occur – practice examples?
- What is daycare quality? How does it show?
- What makes you happy/sad or creates value/problems in this work?
- What are the (new) biggest issues and challenges in QMI seen from your position?
- What are the success criteria, your hopes/dreams of QMI?

Other important things:

- Did we miss anything?
- Something to add?
- Anything else?

Interview Guide: public managers (single & groups), 2010 & 2011
Quality Management Innovation (QMI) in daycare & collaborative governance

Basic Info & working life:

- Important info about your position and work?
- What you like/dislike about your job?
- How is the department organized? teams, meetings...?
- Particular characteristics, initiatives and typical public management work practices (examples)

Collaborative partners:

- Who do you collaborate with as it is?
Inside/outside of the department (daycare centers, politicians, other local governments, parents, s...?)
- How do you see the relation between the department and other field actors – how would you describe the local organization?
- Who would you like to collaborate more with/talk to/learn from (e.g. professionals, managers? children? Parents? Politicians?)

Daycare QMI:

- What is your most important job as a public manager? What makes you happy/sad or creates value/problems in everyday work?
- How do you manage and support quality development? What are the biggest issues and challenges in QMI seen from your position?
- What is daycare quality? How does it show?
- What are your hopes/dreams of QMI?

Other important things:

- Did we miss anything?
- Something to add?
- Anything else?

Interview Guide: public managers (single & groups), 2012 & 2013
Quality Management Innovation (QMI) in daycare & collaborative governance

Basic Info & working life:

- Important info about your position and work?
- How is the department organized? teams, meetings...?
- Particular characteristics, initiatives and typical public management work practices (examples)
- Whats new???

Collaborative partners:

- Who do you collaborate with as it is?
Inside/outside of the department (daycare centers, politicians, other local governments, parents, s...?)
- How do you see the relation between the department and other field actors – how would you describe the local organization?
- Who would you like to collaborate more with/talk to/learn from (e.g. professionals, managers? children? Parents? Politicians?)

Daycare QMI:

- How do you manage and support quality development? What are the biggest issues and challenges in QMI seen from your position?
- What is daycare quality? How does it show? How do other actors see it, you think?
- What are your hopes/dreams/fears of QMI?

Other important things:

- Did we miss anything?
- Something to add?
- Anything else?

Appendix B: Data sources and coding for article 1

Event & Participants	Data sources	Local categories of methods	Ethnographic points	ODS methodological points
<p>12 single & group interviews:</p> <p>Public managers (head of division, head of department, managerial consultants)</p> <p>Daycare managers</p>	<p>Field notes, audio recording, organizational charts, website, organizational mapping</p>	<p>“We see and talk to each other more when you are around”: on managerial collaboration and research participation</p> <p>“I will tell you that with this project, I will not let them back out – but you being around help to legitimize it”: on daycare managers and politicians new collaboration and research participation</p> <p>“It’s about power – realizing and handling changes due to the weird things asked by researchers”: on new roles and research participation</p>	<p>Participant observations: engaging and interacting with everyday work life</p> <p>Btw empirical embedding and strangeness</p> <p>Studying positioning through ethnography</p>	<p>Discourse-based methodology for participation</p> <p>Multimodality (methodological sensitivity)</p> <p>Btw pragmatic interventionist and critical/emancipatory</p> <p>Unfolding and getting familiar with local language, meanings and matters ‘from within’</p>
<p>17 managerial workshops / network meetings:</p> <p>Public managers (head of division, head of department, managerial</p>	<p>Field notes, audio recording, organizational charts, website, organizational mapping, booklet</p>	<p>“Organizational mapping”: methods for local organizing and roles</p> <p>“Case-tracking of QMI”: methods for local organizing and roles</p> <p>“fixed & unfixed positions” methods for local organizing and roles</p> <p>“I’m not sure about the reflections, if they make sense to anybody but me?” methods for</p>	<p>Participant observations: engaging and interacting with everyday work life</p> <p>Btw empirical embedding and strangeness</p> <p>Studying positioning through</p>	<p>Discourse-based methodology for participation</p> <p>Multimodality (methodological sensitivity)</p> <p>Btw pragmatic interventionist and critical/emancipatory</p> <p>Unfolding and getting familiar with local language,</p>

consultants)	and posters	local changes in organizing and roles “Are we going to deconstruct ourselves now?” and “the weird things”: on research participation	ethnography	meanings and matters ‘from within’
15 Lab workshops: Daycare staff (managers & teachers) Public managers (head of division, head of department, managerial consultants) Politicians (sometimes parents/children)	Field notes, audio & video, organizational charts, website, organizational mapping, photos	“you want us to map – but we have the org. charts”: on research participation “Organizational mapping”: methods for local organizing and roles	Participant observations: engaging and interacting with everyday work life Btw empirical embedding and strangeness Studying positioning through ethnography	Discourse-based methodology for participation Multimodality (methodological sensitivity) Btw pragmatic interventionist and critical/emancipatory Unfolding and getting familiar with local language, meanings and matters ‘from within’
7 inter-organizational conferences: Daycare staff (managers & teachers) Public	Field notes, audio & video, org. charts, website, photos, 1 article, 5 news-	“with the researchers watching”: on research participation (wall paper) “both participants observations in everyday life and small interruptions’ in workshops etc” on research participation “There’s no resistance, we are not ambiguous”: on a research	Participant observations: engaging and interacting with everyday work life Btw empirical embedding and strangeness	Discourse-based methodology for participation Multimodality (methodological sensitivity) Btw pragmatic interventionist and critical/emancipatory

managers (head of division, head of department, managerial consultants) Politicians (sometimes parents/chil dren)	letters, wall paper, booklets, 1 website video.	comment about different approaches to changes	Studying positioning through ethnography	Unfolding and getting familiar with local language, meanings and matters ‘from within’
6 QMI daycare workshops: Daycare staff (managers & teachers), public managers (managerial consultants)	Field notes, audio recordin g, website, educatio nal plans & quality reporting , photos	“It’s great to be a politician or a child once in a while” on methods for local organizing and roles “Your questions made me question my management”: on research participation	Participant observations: engaging and interacting with everyday work life Btw empirical embedding and strangeness Studying positioning through ethnography	Discourse-based methodology for participation Multimodality (methodological sensitivity) Btw pragmatic interventionist and critical/emancipatory Unfolding and getting familiar with local language, meanings and matters ‘from within’

Appendix C: Data sources and coding for article 2

Event & Participants	Data sources	Local categories of PM	Mirrored in CG studies	ODS analytical points
<p>12 single / group interviews:</p> <p>Public managers (head of division, head of department, managerial consultants)</p> <p>Daycare managers</p>	Field notes, audio recording, organizational charts, website, organizational mapping	<p>“Different languages”: PM organizations in flat hierarchy, secretariat, top-bottom.</p> <p>“Translator role” & “discrepancy”: PM roles as the link, middle position.</p> <p>“From meaningless control to meaningful accounting?” & “democratic risks”: QMI in daycare accounting, educational plans, NPM problems.</p> <p>“The old vs. the new modes and roles in QMI”: challenging changes due to demands for innovation & collaboration to focus on core welfare tasks.</p> <p>“The weird things”: on research participation</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>Complexity in hybrid forms of organizing, layered realities, multiple roles</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Challenges of managing and organizing CG: management tensions, discursive power & design choices</p> <p>Practice-based (action) research</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Positioning acts of identity and agency: subjectification</p> <p>Discursive practices of change: power-resistance dynamics and CCO</p> <p>Critical discourse-based methodology</p>
<p>17 managerial workshops / network meetings:</p> <p>Public</p>	Field notes, audio recording, organizational	<p>“Different languages”: PM organizations in flat hierarchy, rubber bands, secretariat & governance negotiations.</p> <p>“From meaningless</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>Complexity in</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and</p>

managers (head of division, head of department, managerial consultants)	ional charts, website, organizational mapping, booklet and posters	control to meaningful collaboration in governance”: QMI in daycare governance - from educational plans (NPM control) to CG solutions. “From translator to facilitator & catalyst”, “from discrepancy to collaboration” & “Standing on two legs” due to “the old vs. the new” roles and organizing of QMI: challenging changes to focus on core welfare tasks. Implications for multiple roles & organizing modes. “Are we going to deconstruct ourselves now?” and “the weird things”: on research participation	hybrid forms of organizing, layered realities, multiple roles The innovation potentials of CG to renew and create complexity matching solutions Challenges of managing and organizing CG: management tensions, discursive power & design choices Practice-based (action) research	its effects on daycare governance and services Positioning acts of identity and agency: subjectification – struggles and negotiations Discursive practices of change: power-resistance dynamics and CCO. Critical discourse-based methodology
15 collaborative governance workshops: Daycare staff (managers & teachers) Public	Field notes, audio & video recording, organizational charts, website, organizational	“Different languages & perspectives on quality across the welfare area of daycare”, “them vs. us”, “real life stories & educational practices”: PM organizations btw hierarchy & collaborative governance. “From meaningless	Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service Complexity in hybrid forms of organizing, layered realities, multiple roles	Contradictory, competing discourses of governance and organization Struggles over meaning and matter of QMI and its effects on daycare governance and services Positioning acts of

managers (head of division, head of department, managerial consultants)	ional mapping, photos	control to authentic communication”: QMI in daycare governance - from educational plans (NPM control) to CG solutions. “From translator to facilitator & catalyst”, “from discrepancy to collaboration” & “the old vs. the new” roles and organizing of QMI: challenging changes to focus on core welfare tasks. Implications for multiple roles & organizing modes. “you want us to map – but we have the org. charts”: on research participation	The innovation potentials of CG to renew and create complexity matching solutions Challenges of managing and organizing CG: management tensions, discursive power & design choices Practice-based (action) research	identity and agency: subjectification – struggles and negotiations Discursive practices of change: power-resistance dynamics and CCO. Critical discourse-based methodology
7 interorganizational conferences : Daycare staff (managers & teachers) Public managers (head of division, head of	Field notes, audio & video recording, organizational charts, website, organizational mapping, photos, 1 article, 5	“Different languages & perspectives on quality across the welfare area of daycare”: PM organizations btw hierarchy & collaborative governance. “From meaningless control to authentic communication”: QMI in daycare governance - from educational plans (NPM control) to CG. “From translator to	Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service Complexity in hybrid forms of organizing, layered realities, multiple roles The innovation potentials of CG to renew and create complexity matching	Contradictory, competing discourses of governance and organization Struggles over meaning and matter of QMI and its effects on daycare governance and services Positioning acts of identity and agency: subjectification – struggles and negotiations

department, managerial consultants)	newsletters, wall paper & booklet, 1 website video.	facilitator & catalyst” to overcome “discrepancy” and prevent “democratic risks” btw “the old vs. the new” roles and organizing of QMI: challenging changes to focus on core welfare tasks. “with the researchers watching”: on research participation (wall paper)	solutions Challenges of managing and organizing CG: management tensions, discursive power & design choices Practice-based (action) research	Discursive practices of change: power-resistance dynamics and CCO. Critical discourse-based methodology
Politicians (sometimes parents/children)				
6 QMI daycare workshops: Daycare staff (managers & teachers), public managers (administrative consultants)	Field notes, audio recording, website, educational plans & quality reporting, photos	“They don’t see and feel how it is here, how the children are and what we do for them” – on “different languages & perspectives on quality across the welfare area of daycare”: PM organizations btw hierarchy & collaborative governance. “Your questions made me question my management”: on research participation	Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service Complexity: hybrid forms of organizing, layered realities, multiple roles The innovation potentials of CG to renew and create complexity matching solutions Challenges of managing/organizing CG: management tensions, discursive power & design choices Practice-based research	Contradictory, competing discourses of governance and organization Struggles over meaning and matter of QMI and its effects on daycare governance and services Positioning acts of identity and agency: subjectification – struggles and negotiations Discursive practices of change: power-resistance dynamics and CCO. Critical discourse-based methodology

Appendix D: Data sources and coding for article 3

Event & Participants	Data sources	Local categories of CG designs	Mirrored in CG studies	ODS analytical points
<p>12 single & group interviews:</p> <p>Public managers (head of division, head of department, managerial consultants)</p> <p>Daycare managers</p>	Field notes, audio recording, org. charts, website, organizational mapping	<p>“what are we doing? - we need new methods”</p> <p>“how can we go from translating to dialogue and collaboration?”</p> <p>“I’m sitting here as an economist and arguing against measurements”</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Design & implementation issues and processes</p> <p>Co-creative idea generation, public value & innovation</p> <p>Generative mechanisms and emerging processes</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Discursive practices and processes of change: power-resistance relations and discursive tensions</p> <p>Emergence as complex communicative practices of text/conversation and meaning negotiating</p>
6 lab workshops (2011-2012)	Field notes, audio & video recording, organizational charts, website,	<p>“I have a dream”</p> <p>“I still really like quality management, eh, I need a job tomorrow, right [laughter]. No, I think governing is important, the question is how...?”</p> <p>“we need to move away</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p>

	organizational mapping, photos, 1 article, 5 newsletters, wall paper & booklet,	from the laboratory to tangible experiments with accounting for children's benefit from daycare dialogically – in a meaningful way. How can we organize dialogues in a large scale?"	solutions Design & implementation issues and processes Co-creative idea generation, public value & innovation Generative mechanisms and emerging processes	Discursive practices and processes of change: power-resistance relations and discursive tensions Emergence as complex communicative practices of text/conversation and meaning negotiating
2 CG-events across municipalities (2011-2013) 2 CG events (2014)	Field notes, audio & video recording, organizational charts, website, organizational mapping, photos, 1 article, 5 newsletters, minutes, 1 website video.	<p>"In our municipality we are letting the daycare professionals do the talking"</p> <p>"But with all the paperwork to manage quality the management agenda has become a challenge. [...] but what if the actors rather began to collaborate on new, more meaningful – and effective – methods to govern and develop local services like the daycare sector?"</p> <p>"This daycare marketplace is amongst other things a replacement of the yearly quality reporting to us politicians"</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Design & implementation issues and processes</p> <p>Co-creative idea generation, public value & innovation</p> <p>Generative mechanisms and emerging processes</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Discursive practices and processes of change: power-resistance relations and discursive tensions</p> <p>Emergence as complex communicative practices of text/conversation and meaning negotiating</p>

4 CG organizing team meeting (2011-2013)	Field notes, audio recording, org charts, website, photos, 1 article, 5 newsletters, wall paper & booklet, minutes, 1 website video.	<p>“So we need to remember that such is a good starting point to talk about quality.</p> <p>I agree because sometimes I fear that this will be the same kind of control, just in a different way – you know I...</p> <p>Yeah, we must be careful, right. That’s why we need other accounting methods, right?”</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Design & implementation issues and processes</p> <p>Co-creative idea generation, public value & innovation</p> <p>Generative mechanisms and emerging processes</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Discursive practices and processes of change: power-resistance relations and discursive tensions</p> <p>Emergence as complex communicative practices of text/conversation and meaning negotiating</p>
12 Managerial labs/network meetings (2011-2014)	Field notes, audio recording, org. charts, website, org. mapping, photos, 1 article, 5 newsletters, minutes,	<p>“you know this marketplace which is a collaborative method to evaluate education plans, – until now I have directed the designing enough [...] I don’t know if I can keep this design all the way.”</p> <p>“We are to design a version 2.0 of the daycare marketplace [...]</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Design & implementation issues and processes</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Discursive practices and processes of change: power-resistance relations and</p>

	1 website video.	but unfortunately we cannot settle on this design as the only method“	Co-creative idea generation, public value & innovation Generative mechanisms and emerging processes	discursive tensions Emergence as complex communicative practices of text/conversation and meaning negotiating
6 daycare labs: Daycare staff (managers & teachers), public managers (administrative consultants)	Field notes, audio recording, website, educational plans & quality reporting , photos	<p>“It doesn’t make sense that we spend all this time writing when they don’t use it!”</p> <p>“Now we write and document what we find important professionally to assure and develop quality – it is much more meaningful“,</p> <p>“from the old to . the new methods” changing forms of QMI.</p>	<p>Multiple governance paradigms (PA; NPM; NPG) complicates welfare policy and service</p> <p>The innovation potentials of CG to renew and create complexity matching solutions</p> <p>Design & implementation issues and processes</p> <p>Co-creative idea generation, public value & innovation</p> <p>Generative mechanisms and emerging processes</p>	<p>Contradictory, competing discourses of governance and organization</p> <p>Struggles over meaning and matter of QMI and its effects on daycare governance and services</p> <p>Positioning acts of identity and agency: subjectification – struggles and negotiations</p> <p>Discursive practices of change: power-resistance dynamics and CCO.</p> <p>Critical discourse-based methodology</p>

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