

# Theories of Democratic Network Governance

Edited by

Eva S0rensen

*Professor of Public Administration  
Roskilde University, Denmark*

and

Jacob Torfing

*Professor of Politics  
Roskilde University, Denmark*

palgrave  
macmillan

# Contents

<i>List of Tables, Figures and Boxes</i>	xi
<i>Foreword</i>	xii
<i>Notes</i> <i>on</i> <i>Contributors</i>	xiii

## **Introduction: Governance Network Research: Towards a Second Generation**                      **1**

*Eva S0rensen and Jacob Torfing*

The rise of governance network research	3
The aims of this book	7
Defining governance networks	8
Merits and problems of network governance	11
First and second generation research	14
Plan of the book	20

## **Part I Governance Network Dynamics**

### **1 Theoretical Approaches to Governance Network Dynamics**                      **25**

*Eva S0rensen and Jacob Torfing*

Introduction	25
Historical institutionalism	31
Rational choice institutionalism	33
Social constructivist (or normative) institutionalism	35
Poststructuralist institutionalism	38
Similarities and differences	41
The structure of Part I	42

### **2 Mechanisms of Governance Network Formation - a Contextual Rational Choice Perspective**                      **43**

*Nils Hertting*

Introduction	43
Interpretation, rational choice and mechanisms	45
Contextual mechanism: perceived interdependencies	47

Actor calculation mechanism: preference for informal networks	50
The game mechanism: the problem of continuous cooperation	51
Collective actors and vertical games	56
Conclusion	57
<b>3 Virtuous and Viscous Circles in Democratic Network Governance</b>	<b>61</b>
<i>B. Guy Peters</i>	
Institutionalization and deinstitutionalization	62
Factors associated with virtuous and viscous spirals	65
Political factors	66
Functional factors	69
Social pressures	70
Other factors in explaining success	71
Characteristics of the members	71
Operating environment	73
Tasks	74
Summary and conclusions	74
<b>4 Decentred Theory, Change and Network Governance</b>	<b>77</b>
<i>Mark Bevir and R. A. W. Rhodes</i>	
Introduction	
Positivist approaches to network governance	
Decentring network governance	
The analysis of change in networks	
Managing change in networks	
Conclusions	

## **Part II Governance Network Failure**

### **5 Theoretical Approaches to Governance Network Failure**

*Eva S0rensen and Jacob Torfing* •

Interdependency theory	
Governability theory	
Integration theory	
Governmentality theory	

Similarities and differences	108
The structure of Part II	110
<b>6 Closure and Governance</b>	<b>111</b>
<i>Linze Schaap</i>	
Introduction	111
Governance networks: open, closed, or both?	112
A systems theoretical contribution?	113
Governance networks and types of social systems	117
Two types of closure	118
Three explanations for closure	121
The relations between explanations for closure	123
Governing closed networks?	124
Governing veto power?	125
Governing closed frames of reference?	128
Governing closed policy communication systems?	129
Some concluding remarks	131
<b>7 Consensus and Conflict in Policy Networks: Too Much or Too Little?</b>	<b>133</b>
<i>Joop F. M. Koppenjan</i>	
Introduction	133
Consensus and conflict: an exploration of two ambivalent concepts	135
The first face of policy networks: a surplus of consensus	138
The second face of policy networks: insufficient consensus	143
The true face of policy networks and its implications for network governance	147
Conclusion: managing the consensus-conflict dimension in network-settings	151
<b>8 Network Governance: Effective and Legitimate?</b>	<b>153</b>
<i>Tanja A. Bo'rzzel and Diana Panke</i>	
Introduction	153
Networks as governance	154
The demand for effectiveness and legitimacy	156
Effectiveness and legitimacy: a trade-off?	163
Conclusion	165

**Part III Metagovernance**

<b>9</b>	<b>Theoretical Approaches to Metagovernance</b>	<b>169</b>
	<i>Eva S0rensen and Jacob Torfing</i>	
	Introduction	169
	Interdependency theory	170
	Governability theory	172
	Integration theory	175
	Governmentality theory	178
	Similarities and differences between the theories	180
	Where to go from here?	181
<b>10</b>	<b>Governing the Formation and Mobilization of Governance Networks</b>	<b>183</b>
	<i>Peter Triantafillou</i>	
	Introduction	183
	Governmentality and advanced liberal government	185
	Mobilizing agency	187
	Governing through the formation of autonomy and interdependencies	190
	Governing the performance of networks	194
	Conclusion	196
<b>11</b>	<b>Meta-governance as Network Management</b>	<b>199</b>
	<i>Erik-Hans Klijn and Jurian Edelenbos</i>	
	Introduction: a network management perspective on meta-governance	199
	Process design and management: setting up and facilitating network interactions	201
	Institutional design: changing the network	206
	Good network management: skills and competencies	211
	Research challenges	213
<b>12</b>	<b>Governing Outputs and Outcomes of Governance Networks</b>	<b>215</b>
	<i>Laurence J. O'Toole, Jr</i>	
	Framing the subject	215
	Two notions of meta-governance	218
	Meta-governance in action	221

Possibilities for public authorities to shape network outputs and outcomes	223
Meta-governance via policy formulation	223
Assisting in the play of the game	224
Linking and segmenting games	225
Changing the game: active meta-governance by public authorities	226
Conclusion	228

## **Part IV Democratic Network Governance**

### **13 Theoretical Approaches to Democratic Network Governance 233**

*Eva S0rensen and Jacob Torfing*

Introduction	233
Governance networks and liberal democracy	234
Governance networks and postliberal democracy	236
Similarities and differences between the theories	245
Where to go from here?	246

### **14 Governance Networks and Participation 247**

*Allan Dreyer Hansen*

The common good	249
Learning democracy	251
Equality	254
Conclusion	258

### **15 Networks and Democratic Ideals: Equality, Freedom, and Communication 262**

*John S. Dryzek*

Applying the standard democratic principles to networks	263
Beyond lingering statism in democratic theory	264
Networks and the communicative aspect of democratic theory	266
Who communicates	268
Beyond models of democracy	269
The contribution of governance networks to democracy	271
Conclusion	273

<b>16 Democratic Accountability and Network Governance - Problems and Potentials</b>	<b>274</b>
<i>Anders Esmark</i>	
Democratic network governance?	274
Accountability as a democratic norm	276
Accountability and inclusion	278
First challenge: finding the holders and holdees	282
Accountability and publicity	284
Second challenge: sufficient publicity	287
Accountability and responsiveness	290
Third challenge: adequate responsiveness	293
Conclusion	295
The <b>Second</b> Generation of Governance Network <b>Theory and Beyond</b>	297
<i>Eva SØrensen and Jacob Torfing</i>	
Governance networks are here to stay	297
A multi-theoretical approach to network governance	299
Contributions to our understanding of governance networks	303
Where next?	310
<i>Bibliography</i>	316
<i>Index</i>	343