

ENACTING INTERMUNICIPAL STRATEGY

MULTI-TRANCHE STRATEGIZING IN
GOVERNANCE NETWORKS

by

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the requirements for the degree of
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Summary

Entering into interorganizational collaborations is one approach to handling the complex challenges faced by the public sector (Eriksson et al., 2020; Poister et al., 2013; Roberts, 2000; Torfing, 2019). Such collaborations often take the form of governance networks (Torfing, 2012). While attention has been paid to aspects such as network governance (Klijn, 2008; Sørensen & Torfing, 2017, 2009), structure, management (Provan & Kenis, 2008), democratic legitimacy (Klijn & Skelcher, 2007; Sørensen & Torfing, 2005), and efficiency (Provan & Kenis, 2008; Wang, 2016), little has been written on how the participants in a governance network conduct strategic work. Therefore, this thesis aims to explore how strategy is conceptualized and enacted within the context of municipal governance networks.

This study leans on the strategy-as-practice (SAP) perspective (Golsorkhi et al., 2015; Jarzabkowski et al., 2016; Reckwitz, 2002; Whittington, 1996) to explore the empirical context of a *governance network* (Torfing, 2012) tasked with helping the participating municipalities with digital transformation. Within the SAP perspective, *strategy* refers to the consequential activities performed to move an organization in a certain direction, whereas *strategizing* refers to how these activities are produced (Golsorkhi et al., 2015; Jarzabkowski et al., 2007; Jarzabkowski et al., 2021; Jarzabkowski & Spee, 2009). In addition, the concepts of *open strategy* (Hautz et al., 2017; Seidl et al., 2019; Whittington et al., 2011) and *interorganizational strategizing* (De Gooyert et al., 2019) are used to inform the strategy work conducted, augmented by literature on *organizational motivations* (De Gooyert et al., 2019; Hautz et al., 2019; Seidl et al., 2019), the *enticement of individuals* (Brabham, 2010; Dahlander et al., 2019; Dahlander & Piezunka, 2014; Seltzer & Mahmoudi, 2013), *democratic legitimacy* (Mosley & Wong, 2020; Papadopoulos & Warin, 2007; Scharpf, 1999; Schmidt, 2012), *organizational legitimacy* (Deephouse et al., 2017;

Suchman, 1995), and *strategy implementation* (Friesl et al., 2020; Weiser et al., 2020) to discern empirical nuances.

A pragmatic research paradigm (Kaushik & Walsh, 2019; Morgan, 2014; Pansiri, 2005; Powell, 2001) is adopted in an effort to identify real-world challenges faced when enacting strategy in a governance network, as identified – either directly or indirectly – by the stakeholders themselves. A case study with an abductive approach (Blaikie, 2009; Dubois & Gadde, 2002; Gerring, 2004; Yin, 2003) is conducted on the governance network *Digi Rogaland*. Additionally, data are collected from three of the participating municipalities to explore how they relate to the network and work to enact the network strategy. Qualitative methods are used, and the empirical material consists of interviews, observations, and documents. Analysis is conducted through a reflexive process (Alvesson & Sköldbberg, 2018; Alvesson & Kärreman, 2007).

The findings first identify a desire and need to entice municipalities to participate in interorganizational strategizing (Article 1). This is achieved using financial, structural, and nonfinancial mechanisms to promote adherence and lock the participants into the network, thus allowing for standardizations across municipal borders. Second, the analysis identifies a legitimacy gap between stakeholders directly involved in the network and those only indirectly affected (Article 2). Directly involved stakeholders view the network as a necessity, whereas indirectly affected stakeholders are mainly indifferent or, in some cases, opposed to participation. Third, challenges in enacting a network strategy are identified, which require balancing acts (Article 3). These are ambiguously balanced against clarity in strategy conceptualization, the use of coercion against voluntary participation, the choice of concentrating or distributing decision-making power, and the selection of a top-down or bottom-up approach to coordination.

The overarching analysis reveals that, when viewed from the SAP perspective, the network strategy is not enacted in the sense that no

consequential activities for moving in the strategic direction of the network can be identified within the municipalities. This study finds that strategizing mainly occurs within the network, while strategizing to bridge between the network and municipalities is left to the municipalities themselves. However, this strategizing is not achieved. Possible explanations include a lack of legitimacy, limited inclusion and transparency with a top-down perspective on strategy, and different organizational interests and capabilities.

This thesis contributes to theoretical and empirical knowledge by identifying strategic practices with a top-down perspective – an approach that does not conform with the ideals of openness and collaboration in governance networks. The analysis indicates the need to engage in multi-tranche strategizing in order to enact strategy in the participating municipal organizations. To sufficiently enact a strategy, strategizing is necessary not only in the network and municipal tranches but also in the interplay between these sets of stakeholders. Furthermore, the analysis identifies differences in underlying assumptions in the applied theoretical frameworks, including differences in legitimacy, participation, and transparency. Suggested avenues of future research include empirical studies of open strategy principles applied in public organizations, such as the selection of participants, the distribution of decision-making power, and the dissemination of information.

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1 Introduction

A topic of interest in current research is how best to strategically approach complex problems in the public sector (Roberts, 2000; Torfing, 2019), where the main concerns have been improvement, performance, and the creation of win-win scenarios for the participants involved (Poister et al., 2013; Roberts, 2000). Although various forms of strategies exist, collaborative strategies are considered superior as they facilitate the transfer of knowledge, share risks and benefits, and assist in implementation (Torfing, 2019; Roberts, 2000). Public organizations handling complex problems through collaboration has become a trend and alleged requirement (Eriksson et al., 2020). In the municipal sector, collaboration often takes the form of *governance networks*, where self-regulating independent stakeholders tasked with safeguarding a public purpose interact through negotiations to handle a specific topic (Sørensen & Torfing, 2005). Such networks often emerge when the traditional structures are inadequate (Klijn & Koppenjan, 2016).

Although the necessity of prioritizing collaboration has been identified, little has been written on how municipalities work to conceptualize and enact strategies within the context of governance networks. This PhD thesis seeks to address this gap in the literature by leaning on the strategy-as-practice (SAP) perspective to explore a governance network tasked with handling municipal digital transformation. A central premise for achieving digital maturity is to concentrate on strategy rather than technology (Kane et al., 2015). From the SAP perspective, the interest lies in adopting a practical approach to strategy and strategic practitioners (Golsorkhi et al., 2010; Jarzabkowski, 2004; Sandberg & Tsoukas, 2011; Whittington, 2006). According to this perspective, *strategy* is not something that an organization has, but rather the activities performed to influence directions and outcomes, whereas *strategizing* refers to how strategy is produced ‘through the actions and interactions of multiple actors and the practices that they draw upon’

(Jarzabkowski et al., 2007, p. 8). A perspective closely related to SAP is to open the strategic conversation to stakeholders beyond the traditional executive suite (Whittington, 2019). *Open strategy*, originally conceptualized by Whittington et al. (2011), is defined as ‘a dynamic bundle of practices that affords internal and external actors greater strategic transparency and/or inclusion, the balance and extent of which respond to evolving contingencies derived from both within and without organizational boundaries’ (Hautz et al., 2017, pp. 1–2). Similar to governance networks, open strategy can manifest in an interorganizational setting, referred to as *interorganizational strategizing*, where different organizations collaborate on strategizing through exploring, learning, building legitimacy, and strengthening relationships (De Gooyert et al., 2019).

Considering the importance of strategy and interorganizational collaborations for handling challenges such as digital transformation, a need for more detailed knowledge seems apparent. Literature on governance networks has been concerned with topics such as structure, management (Provan & Kenis, 2008), governance (Klijn, 2008; Sørensen & Torfing, 2017, 2009), democratic legitimacy (Klijn & Skelcher, 2007; Sørensen & Torfing, 2005), the purpose of the network (Nelles et al., 2018), and efficiency (Provan & Kenis, 2008; Wang, 2016), whereas little has been written on how strategizing is performed in this context. By contrast, literature on open strategy and interorganizational strategizing has primarily been concerned with the private sector (De Gooyert et al., 2019; Hautz et al., 2019; Whittington, 2019), with some studies addressing openness-related issues in a public organization context (Aten & Thomas, 2016; Bowman, 2016; Hardy et al., 2006; Rouwette et al., 2016). Literature on strategizing in the context of intermunicipal collaborations, such as governance networks, is largely absent as well. By combining these two different strands of literature, this thesis elucidates previously undisclosed practices, which should be

of theoretical and empirical value to municipal organizations seeking to handle intermunicipal strategizing.

1.1 Purpose and approach

The purpose of this thesis is to explore intermunicipal strategizing on digital transformation, and thus, to provide theoretical and empirical insights into this context which have yet to be addressed in a significant manner in existing literature. The overarching research question for achieving this purpose was as follows: How is strategy enacted in municipal governance networks? To answer this question, the following subquestions were posed: (1) How is strategizing conducted? (2) Who is included and how is transparency handled? (3) What are the mechanisms for bridging network and municipal strategizing?

These questions were extrapolated from the literature on SAP, open strategy, and interorganizational strategizing, and they were posed within the municipal context of governance networks. This foundation was chosen due to its attention on how strategizing is conducted practically within organizations, which is in contrast to the more traditional approach to strategy research where change and performance are points of interest (Golsorkhi et al., 2015; Jarzabkowski & Spee, 2009). The empirical context of governance networks is also aligned with the identified trend of open strategy, where the literature has its outlet in the SAP perspective. Because strategizing occurs within the context of a governance network, it was appropriate to include this strand of literature in the theoretical foundation. Furthermore, its inclusion was suitable due to distinct characteristics of these networks, such as the need for negotiations that are capable of influencing strategizing.

The primary source of collected data was Digi Rogaland, a governance network in which all 23 municipalities in the Norwegian county of Rogaland participate. The qualitative research methods of semistructured interviews, observations, and document analysis were

employed. The interviews were conducted with representatives from the network and three of the participating municipalities. The primary points of interest in the interviews were the purposes and intentions of the network, how strategic work is conducted in the network, how municipalities relate to the network, and how the individual municipalities work strategically with digital transformation. Observations were made primarily of the network steering committee, but also in other network units and during strategy workshops. The SAP perspective was used to systemize observations, with attention paid to practitioners and practices. The primary use of documents was to corroborate and provide additional details on the information gained through the aforementioned two methods.

This thesis contributes to existing theoretical and empirical knowledge by identifying strategic practices in line with traditional strategy work, such as strategic planning and management (Whittington, 2019). Here, exclusivity is a major component (Seidl et al., 2019) that does not necessarily conform with the intentions of openness and collaboration associated with governance networks. This thesis also contributes by highlighting the need to engage in strategizing in multiple tranches to enact network strategy, that is, a series of connected strategizing conceptualized as: *a series of strategizing conducted within different but connected circumstances in an effort to enact strategy*. This is enacted within the governance network, within the participating municipalities, and in the interplay between these two sets of actors. The thesis further contributes by identifying differences in the theoretical framework of open strategy by applying it to public sector organizations, where underlying assumptions such as legitimacy, participation, and transparency are different compared with the private sector.

1.2 Structure and contents

Following this introductory chapter, the empirical case of Digi Rogaland is described in Chapter 2. This includes the purposes and structure of the

network, the strategic work being conducted, the network participants, and the challenges faced. Following the presentation of the empirical case, the theoretical foundation is detailed in Chapter 3. Literature on governance networks serves as the starting point as it provides the context for using the SAP perspective and literature on open strategy and interorganizational strategizing. Points of interest from this perspective are presented, such as practices, practitioners, and the interaction between the two, followed by an in-depth description of open strategy. Chapter 4 details the research methodology, including the paradigm and design; musings on the qualitative methods of semistructured interviews, observations, and documents; and descriptions of the data collection and analysis. The chapter concludes with ethical reflections. Subsequently, Chapter 5 presents the articles constituting the findings of this thesis and their overarching connection to each other, while the full articles themselves are included in Appendices 1–3. Table 1 provides an initial overview:

Table 1: Overview of the articles

| | |
|-------------------|---|
| Title: | Enticing municipal participation in interorganizational strategizing |
| Journal: | <i>Public Management Review</i> |
| Status: | Rewrite and resubmit |
| Author(s): | Hans Erik Haugvaldstad and Katja Maria Hydle |
| Title: | Legitimitetskløft i kommunale styringsnettverk |
| Journal: | <i>Norsk Statsvitenskapelig Tidsskrift</i> |
| Status: | Accepted for publication |
| Author(s): | Hans Erik Haugvaldstad and Ann-Karin Tennås Holmen |
| Title: | Network and participant interplay when enacting policy |
| Journal: | <i>Local Government Studies</i> |
| Status: | First revision and resubmission |
| Author(s): | Hans Erik Haugvaldstad |

Introduction

Chapter 6 provides a description of the analysis based on the findings. Subsequently, Chapter 7 provides the conclusions, discusses the theoretical and empirical contributions, limitations, and presents potential avenues of future research. Finally, the references and the complete articles are provided along with various attachments, such as approvals, forms, and guides.

2 Empirical context and case

The purpose of this chapter is to provide an overview of the empirical case examined in this thesis. Before the network itself is presented, a presentation of national policy is warranted as this serves as an underlying premise for the Norwegian municipal sector, including a brief description of municipal response is provided in section 2.1. Following this, the history of Digi Rogaland is presented in section 2.2., including the network's structure in section 2.2.1. and an overarching description of how strategic work has been conducted in the network is provided in section 2.2.2.

According to the Norwegian Ministry of Local Government and Modernisation (2014; hereinafter “the Ministry”), *digital transformation* is defined as the transition from analogue, mechanical, and paper-based solutions, processes, and systems to electronic and digital solutions. A key premise for the Norwegian municipal sector is the white paper titled *Digital agenda for Norway* (Norwegian Ministry of Local Government and Modernisation, 2016), which presents policy objectives and priorities while simultaneously creating expectations and obligations. There is no unified understanding of digital transformation in the scientific literature; however, it is connected to the bordering concepts of *digitization*, *digitalization*, and *digital innovation* (Osmundsen et al., 2018). Relating to one without addressing the others is not a viable option, as Osmundsen et al. (2018) illustrated in their literature review. They defined digitization as the ‘conversion of analogue information to a digital format’ (Osmundsen et al., 2018, p. 10, translated here) and digitalization as the ‘process of using digital technology to change one or more socio-technical structures’ (Osmundsen et al., 2018, p. 10). Furthermore, the authors asserted that digital innovation can either be a process of ‘combining digital technology in new ways or with physical products, to develop a new product or service creating new value for the adopter’ or a result ‘where a new product or service creates value for the

adopter, developed by combining digital technology in new ways or with physical components' Osmundsen et al., 2018, p. 10). Digital transformation occurs 'when digitalization and digital innovation over time are applied to enable significant changes in ways of working, which results in a significant transformation of an organization or an entire industry' Osmundsen et al., 2018, p. 10). Based on these definitions, a consequence of achieving digital transformation is the necessity for Norwegian municipalities to engage in digitization, digitalization, and digital innovation.

2.1 National policy

The current strand of national policy on digital transformation has its starting point in the *Recommendation from the Committee on Business and Industry on the digital agenda for Norway: ICT for growth and value creation* (Committee on Business and Industry, 2013), which highlighted the government's policy on the use of information and communications technology (ICT) in the public sector. The Ministry of Local Government and Modernisation is tasked with coordinating national efforts. Although policy entails numerous different aspects, such as artificial intelligence and digital security (Norwegian Ministry of Local Government and Modernisation, 2018), it is beyond the scope of this section to address all of these different topics in detail. Attention is rather focused on the more general policy documents.

The main foundation for national policy on digital transformation is the white paper *Digital agenda for Norway* (Norwegian Ministry of Local Government and Modernisation, 2016), which contains the overarching goals as well as the main priority areas. The overarching goals are: '1. A user-oriented and efficient public administration [and] 2. Value creation and participation for all' (p. 11). The first goal is addressed in part II of the white paper, where one intention is for public services to be perceived as holistic and coherent by users, in that user needs are to be safeguarded and easy to use. Digital communication should be the first choice of the

user. Relevant information is only to be collected in one instance, regardless of the public institution, and then reused in different services (information management); the state and the municipal sector should interact in this connection. Other aspects include governance and the coordination of the digital transformation of the public sector, the use of common components such as *ID-porten*, efficient and risk averse project management, and financing schemes.

Part III of the white paper addresses the second goal, which entails facilitating the use of opportunities provided by ICT for value creation and innovation. This is to be achieved through regulations, the facilitation of framework conditions, and the removal of obstacles. Participation in the EU digital market is a key aspect, along with technology-driven innovation, the sharing economy, big data, and smart cities. A part of this goal is to increase the digital knowledge, competence, and participation in public digital services through ease of use, while simultaneously safeguarding privacy principles. These two goals manifest in five main priorities, which are paraphrased as follows: (1) *Ensuring a user-centric focus*, where the needs of the end users, whether citizens, municipalities, private businesses, or voluntary organisations, are the starting point for public services; (2) *using ICT* to drive innovation for strengthening the private sector as a prerequisite for future welfare services; (3) *increasing digital competence and participation* as described above; (4) *enabling efficient public sector digitalization* through the use of project management, thus reducing complexity and risk; and (5) *safeguarding privacy and information security* as an integrated part of service development (p. 12). A continuation of the white paper is the strategy document *One digital public sector – Digital strategy for the public sector 2019–2025* (Norwegian Ministry of Local Government and Modernisation, 2019), which presents a strategy developed through collaboration between a Norwegian municipal interest organization, namely the *Norwegian Association of Local and Regional Authorities*, and the Ministry, thus

defining ‘common goals and focus areas for digitalization activities towards 2025’ (p. 3). The strategy aligns with and elaborates the goals and priorities of the white paper. These two documents serve as the main policy foundation for Norwegian municipalities to manage their day-to-day operations and strategic work.

Although initially not a consciously coordinated effort, a municipal response to national policy has been to organize within what have been dubbed regional ‘Digi-networks’ (Holmquist, 2019). Currently, there are 10 such networks either already established or under establishment, encompassing the majority of counties and municipalities in Norway. The purpose of the networks is to contribute to the digital transformation by collecting knowledge, dispersing digital solutions, being a channel of communication from the government to the municipalities, advising, and securing local anchorage (Norwegian Association of Local and Regional Authorities, 2021).

2.2 Digi Rogaland

The empirical case examined in this thesis is Digi Rogaland, which is one of the 10 Digi-networks. This particular one is located in the Norwegian county of Rogaland and encompasses all 23 municipalities in the county. Based on various documents, the network’s origin and creation can be traced back to a meeting in May 2017, where municipal directors from seven municipalities established a preliminary project to identify common challenges, create an understanding, and gather input on the goals, strategies, projects, roles, and potential gains of a coordinated regional digitization effort. The project’s steering committee conducted six meetings throughout the remainder of 2017 and the start of 2018 and decided in April 2018 to continue the collaboration in a more permanent project. They named the collaboration Digi Rogaland. A clear and stated ambition at the time was to include all municipalities in the county, which one respondent explained as follows when asked about the creation of the network: ‘[W]e cannot be a small number of

municipalities digitalizing ourselves, while the rest of the county is excluded (...) you do not get a digitalized municipal sector until [the smaller municipalities] are digitalized' (Municipal director and steering committee member). Following the decision to continue the collaboration, autumn 2018 was used to lobby municipal directors and politicians to ensure opportunities to gain insights and experience with the collaboration of (at the time) outsider municipalities, giving them the opportunity to form an opinion on whether to participate. A get-to-know scheme was also introduced, allowing a four-month temporary participation period with subsequent full-time membership from either the 1st of January or June 2019. In September 2018, an invitation letter to join the network was sent, which among other things contained a formal agreement. This agreement was ceremoniously signed by the vast majority of municipalities in Rogaland on the 13th of December 2018 (with the remainder adhering at a later time), signalling the formal founding of the network. The highlights of this agreement included the purpose of the collaboration (to provide better services to citizens and local businesses), tools for achieving that purpose, roles of the participating municipalities, financial model, and organization. The following section 2.2.1. will describe Digi Rogaland's structure, while section 2.2.2. will detail the strategic work conducted within the network.

2.2.1 Structure

With the permanent nature of the network, a structure was put in place that was largely a continuation of the structure in the preliminary project. The network units consist of a steering committee, a resource group that provides professional anchorage, a secretariat tasked with administrative and coordinative work, and seven thematic groups that handle different aspects, such as privacy and enterprise architecture. During the data collection, a working committee was also established, which has the main function of preparing and setting the case basis for the steering committee. The network's top unit, the steering committee, consists of

seven municipal directors selected based on geographical locations. The largest cities of Stavanger and Sandnes have their own representatives, with the former serving as the committee's leader and the latter as the deputy. The geographical regions of Jæren, Dalane, Haugalandet (two representatives), and Ryfylket have members in the committee representing the remainder of municipalities within their respective regions. In addition, a representative from the local chapter of the Norwegian Association of Local and Regional Authorities is a committee member, while the County governor and Rogaland County Municipality have observing participants.

Meetings of the steering committee have largely been held on a monthly basis, where topics such as the economy, progress reports, and potential projects are often on the agenda. The resource group consists of a member from each of the participating municipalities, in most cases an IT or digitalization officer, and is tasked with ensuring interaction between the municipalities and supporting integrative processes. Part of the work is to realize the purposes of the collaboration's signed agreement, strengthen cooperation, and secure professional anchorage in the joint implementation of projects. The secretariate is responsible for the day-to-day administrative and coordinative aspects of the network, including budget proposals and internal routines. The working committee works closely with the steering committee and consists of four members from different geographical regions in the county.

The seven thematic groups are: *Process improvement; e-health; Privacy; Enterprise architecture; Planning, construction, and geodata; Climate adaptation; and Information security*. Although there are several nuances to the mandates of these groups, their primary purpose is to be a community that acts in a supportive, advisory, and coordinating manner within its assigned theme. No formal selection process for the individuals participating in these groups has been observed; rather, participation appears to be based on volunteerism, in that the individual and individual municipality decide whether and who they want to send as a

representative, although participants usually work in a relevant position in their home organization (e.g., as a privacy officer). This brief overview of the history and structure of Digi Rogaland is the intermunicipal context in which strategizing occurs.

2.2.2 Strategic work

The website of the network along with the steering committee's minutes chronicle the initial phases of developing a strategy for the network. Said strategy was meant to be indicative of the direction of development and focus areas and to establish a common platform where national strategies are connected to the regional collaboration. Following a go-ahead from the steering committee in April 2018, a kick-off meeting for work on the strategy was held in September 2018, where representatives from the municipalities Hå, Randaberg, Sola, and Klepp (the representative from Time was unable to attend) were present and were responsible for strategy formulation, assisted by the secretariate in their methodological approach. In total, four strategy workshops were conducted, where challenges connected to national policy were identified, which included varying levels of digital knowledge and capacity, a lack of coordination and standardization, too much supplier power, and varying cultures regarding change.

Two consultation rounds were conducted, where different versions of the strategy were sent to municipal directors to ensure opportunities to provide input. The resource group was also given the opportunity to edit and influence the strategy. The milestones of the strategic work conducted in Digi Rogaland are illustrated in Figure 1 (Source: steering committee minutes):

Milepæler for digitaliseringsstrategien

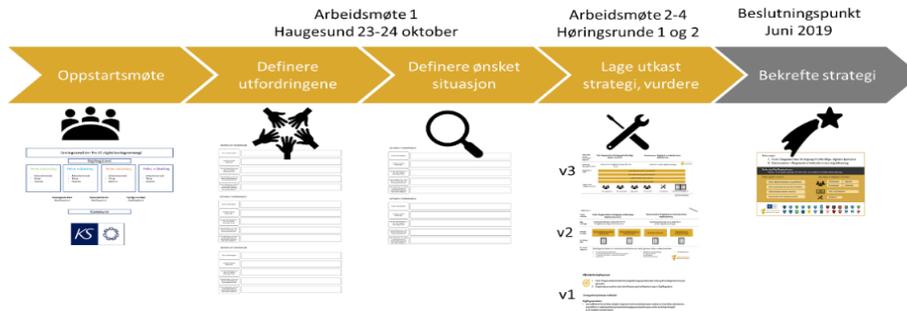


Figure 1: Digi Rogaland methodology

The strategy was intended as a continuation of the government’s white paper. The alleged benefits of adopting a common strategy were the ease of measuring the collaboration and the fact that it served as a starting point for the strategies of the individual municipalities to ensure coherence between local, regional, and national efforts. A need to anchor locally was highlighted. Figure 2 (Source: <https://digirogaland.no/digitaliseringsstrategi/>; accessed 23.03.2021.) contains the one-page strategy that was approved by the steering committee in June 2019:

Felles visjon:

1. Folk i Rogaland har lik tilgang til offentlige digitale tjenester
2. Kommunene i Rogaland er ledende innen digitalisering

Derfor skal Digi Rogaland være:
Pådriver for at digitale løsninger blir tatt i bruk, og en aktør for å utvikle digitale løsninger

| | |
|---|--|
| <p>Dette oppnår vi ved å:</p> <ul style="list-style-type: none"> Styrke digital kompetanse og deltakelse Sikre standardisering og felles arkitektur Sette brukerens behov i sentrum Samarbeide med kompetansemiljø | <p>Ved hjelp av følgende ressurser:</p> <ul style="list-style-type: none"> Styringsgruppen Faggrupper Ressursgruppen Sekretariatet Tiltak og handlingsplaner Verktøykasse |
|---|--|

Figure 2: Digi Rogaland’s strategy

In spring 2020, a revision of the strategy was initiated as the collaboration had not been working as intended. Several challenges and impediments were identified to explain why there were difficulties in day-to-day operations and to help fulfil the network's purpose of assisting municipalities with digital transformation. Differing expectations, different municipality sizes and priorities, organizational indifference and resistance, a slow pace due to negotiations, and a lack of communication were some of the most prominent issues. They resulted in the network's purpose and the value of participation being questioned – not so much by municipal directors and those directly involved in the network, but rather downstream in municipal organizations where the practical work was conducted. In a regular semi-annual meeting of the county's municipal directors in June 2020, these problems were raised and discussed, and in a subsequent meeting of the steering committee held the same day, a revision of the strategy was decided. This resulted in a strategic workshop in August 2020, where approximately 40 municipal directors, digitalization officers, facilitators, speakers, and observers were present. The workshop's main purpose was to gather input to make necessary adjustments to the strategy regarding how the network should operate. Inputs were gathered, discussed, and summarized in a document used to adjust the strategy. Although no changes were made to the one-pager itself, changes did manifest in the creation of the working committee and a tier system for projects, where national projects were to be given priority over regional ones.

Data collection of this PhD ended when the revision of the strategy finished and thus before practical enactment. Consequently, the impact of these changes is beyond the scope of the analysis in this thesis, although the events leading up to this point provide a satisfactory account of how the municipalities have engaged in strategizing to influence the strategic direction of the network. The following Chapter 3 will present the theoretical foundations used to explore the strategy work conducted within Digi Rogaland.

3 Theoretical foundations

This chapter outlines the central theoretical foundations of this thesis. These foundations comprise a combination of literature on governance networks as the empirical context and the SAP perspective as the theoretical approach to the concepts of strategy and strategizing. Section 3.1. presents a review of the literature on governance networks. The characteristics and a definition of such networks are provided along with the focal areas of existing research. Next, in section 3.2., the SAP framework that underlies the analysis in this thesis is presented along with literature on conceptualizing and enacting strategy. Subsequently, in section 3.3., an exposition of the strategizing practice of open strategy is presented, including interorganizational strategizing. This is afforded special attention since these two strategy strands were highly relevant for the empirical case, the analysis as well as for the contributions. The chapter concludes with section 3.4., discussing the strands of literature, including how they relate to each other and the empirical context.

3.1 Governance networks

Collaboration in the form of governance networks is an approach of public organizations for handling challenges, such as digital transformation. The municipalities in Rogaland are doing exactly this. A governance network is formally defined as

a horizontal articulation of interdependent, but operationally autonomous, actors from the public and/or private sector who interact with one another through ongoing negotiations that take place within a regulative, normative, cognitive, and imaginary framework; facilitate self-regulation in the shadow of hierarchy; and contribute to the production of public regulation in the broad sense of the term (Torfing, 2012, p. 101).

From this definition, the main characteristic of governance networks can be extrapolated, namely that legally independent organizations enter into a mutually dependent collaboration on a challenging issue that would be

difficult to handle by themselves. The purpose is to use each individual organization's resources in a complementary fashion to more effectively handle said challenge, which is achieved through negotiations (Røiseland & Vabo, 2016). Furthermore, the sharing of information, knowledge, and resources, along with coordinated actions and joint ventures, are facilitated within governance networks (Torfing, 2012), although participation is voluntary in the majority of cases (Eriksson et al., 2020). Participation entails an additional layer of administration (Zyzak & Jacobsen, 2020), and it is important that participation is deemed necessary by the respective organizations (Eriksson et al., 2020; Koliba et al., 2017).

Reaching an acceptable consensus is a requirement for preventing defection, which necessitates a governance model based more on negotiation and incentives and less on traditional power structures. How governance networks are governed has been a focal point in existing research through the concept of *meta-governance* (Torfing, 2012). Meta-governance refers to the 'art of governing more or less self-regulating governance arenas that are producing concrete acts of governance' (Torfing, 2016, p. 526). It can be defined as 'a practice by (mainly) public authorities that entails the coordination of one or more governance modes by using different instruments, methods, and strategies to overcome governance failures' (Gjaltema et al., 2020, p. 12). The underlying purpose is highly influential when designing the governing tools of a network, which include '*institutional design* of rules, norms and procedures (...) *goal and framework steering* (...) *process management*, [and] *direct participation*' (Torfing, 2016, p. 532). A typical approach to governing networks is to use a meta-governor with ties to the actor, who has sufficient authority and access to resources, and who possesses the capabilities to sufficiently monitor and adjust the ongoing process (Gjaltema et al., 2020; Hood, 1986; Torfing, 2016).

There are no clearly defined structures that constitute a governance network, and it is the participants themselves who design the more

permanent aspects of a collaboration. According to Provan and Kenis (2008), there are three broad modes of how a network is governed, although the realities may be slightly fleeting: participant-governed, lead organization-governed, or a network administrative organization. These modes determine how network activities are coordinated and who by, how decisions are made, and how permanent and detailed the structures should be (Emerson et al., 2012). The first mode – participant-governed – entails all participants interacting and participating in shared governance, which requires sufficient commitment. The second mode – lead organization-governed – involves one of the stakeholders taking the lead, often due to having sufficient resources and the legitimacy to do so. The third mode – network administrative organization – entails setting up an administrative entity responsible for governing efforts. Regardless of the mode of governance, some principles should govern the structural design of a network. Institutional design ‘refers to the basic protocols and ground rules for collaboration’ (Ansell & Gash, 2008, p. 555) and should consider potential problems, such as power imbalances and organizational capabilities amongst stakeholders (Ansell & Gash, 2008). Yi (2018) identified creating a sufficient connection between network structures as key to achieving desired outcomes

Inclusion is a crucial aspect since it is deemed vital for attracting the ‘correct’ stakeholders. Inclusion is ensured in an effort to facilitate sufficient deliberation based on multiple perspectives and interests, thus enabling a consensus that all involved stakeholders can get behind (Ansell & Gash, 2008; Emerson et al., 2012). As such, designing procedures and structures that allow for active participation is critical, which involves making sure that the stakeholders are able to provide the desired input as part of legitimizing the process. A design that safeguards transparency in the decision-making process with clearly defined roles and responsibilities, that coordinates interaction, and that provides mechanisms for conflict resolution has been identified as crucial when

formalizing a governance network (Ansell & Gash, 2008; Emerson et al., 2012).

Furthermore, the legitimacy of the network itself has been considered a vital part of ensuring that the network becomes more than a symbolic gesture (Provan & Kenis, 2008). The perception of legitimacy amongst the stakeholders is necessary to ensure sufficient adherence and loyalty to network decisions (Börzel & Panke, 2007; Schmelzle, 2012). The existing literature on governance networks has considered this discussion a matter of democratic legitimacy, where the terms input-, throughput-, and output legitimacy are used to describe both internal and external perceptions of the network. As legitimacy is the topic of Article 2 of the thesis, these forms of legitimacy are only addressed briefly here. Input legitimacy refers to transparency, inclusion in decision-making processes, and representative participation (Mosley & Wong, 2020). Throughput legitimacy deals with procedures within the network, such as negotiations, the gathering of knowledge and perspectives, and whether solid foundations for decisions can be laid (Klijn & Edelenbos, 2013; Mosley & Wong, 2020; Schmidt & Wood, 2019; Schmidt, 2012). Output legitimacy refers to whether the network produces what it is supposed to, based on the intended purpose (Sørensen & Torfing, 2009).

Connected to output legitimacy is the question of the effectiveness of a governance network. Sørensen and Torfing (2009) argued that efficiency should be measured not in economic terms but instead based on the capability to produce and achieve the desired outcome. They suggested the following methodology for measuring efficiency in this context:

1. Produce a clear and well-informed understanding of the often complex and crosscutting policy problems and policy opportunities at hand;
2. Generate innovative, proactive and yet feasible policy options that match the joint perception of the problems and challenges facing the network actors;
3. Reach joint policy decisions that go beyond the least common denominator while avoiding excessive costs and unwarranted cost shifting;
4. Ensure a relatively smooth policy implementation based on a continuous coordination and a high

degree of legitimacy and programme responsibility among all the relevant and affected actors, including target groups, client advocacy groups, stakeholder organizations, public administrators and politicians; 5. Provide a flexible adjustment of policy solutions and public services in the face of changing demands, conditions and preferences; 6. Create favourable conditions for future cooperation through cognitive, strategic and institutional learning that construct common frameworks, spur the development of interdependency and build mutual trust (Sørensen & Torfing, 2009, p. 542).

Efficiency will, however, most likely be at odds with other goals connected to the network. Provan and Kenis (2008) provided the example of inclusiveness as a potential area of tension regarding efficiency. Including a number of participants in decision-making processes will inevitably result in an increased administrative burden, which will consequently affect efficiency. It is also necessary to differentiate between efficiency at the network level and efficiency amongst participants, in that the network should influence organizational outcomes (Provan & Milward, 2001).

However, transferring network efficiency into organizational output has proven challenging. This is often related to a failure to implement common network solutions due to a lack of accountability, unclear responsibilities, and insufficiently defined rules and routines (Bovens, 2007; Emerson & Nabatchi, 2015; Sørensen & Torfing, 2021; Sullivan, 2003; O'Toole, 1997). Sørensen and Torfing (2021) referred to this issue as *the implementation challenge*. The question of implementation has received much attention in strategy literature, which is the focal point in the following section.

3.2 Strategy-as-practice

SAP served as an overarching theoretical perspective by providing a structure that was incorporated into the research design. This structured the data collection in this study and helped to inform the initial stages of analysis before other strands of literature were given more prominent

attention. This section provides a brief introduction to the perspective and its points of interest related to strategy and strategizing.

The SAP perspective was originally conceptualized by Whittington (1996) and redefines what can be considered strategy by exploring the what, who, and how (Jarzabkowski et al., 2021, 2016). It views strategy as something that people do, not as something that an organization has (Jarzabkowski & Spee, 2009). Thus, within this perspective, research has paid attention to ‘the micro-level social activities, processes and practices that characterize organizational strategy and strategizing’ (Golsorkhi et al., 2015, p. 1). *Strategy* has been defined as a ‘situated, social accomplished activity’, while *strategizing* refers to the ‘actions, interactions and negotiations of multiple actors and the situated practices they draw upon in accomplishing that activity’ (Jarzabkowski et al., 2007, pp. 7–8). *Practices* are ‘the routinized types of behaviour drawn upon in the concrete doing of strategy’ (Golsorkhi et al., 2015, p. 4), whereas *activities* in this context refers to ‘the thinking and doing of strategy’ (Golsorkhi et al., 2015, p. 1). Activities must be consequential for the organizational direction to be considered strategic. To elaborate this understanding, Jarzabkowski et al. (2021) suggested that strategic activities are situational, and that actors (researchers) must identify, define, and substantiate why a certain practice can be considered strategic. Thus, strategy refers to the consequential activities affecting organizational direction produced by routinized behaviours (practices).

Therefore, when using the SAP perspective as a theoretical lens, the topics of interest regarding strategy and strategizing are the what, who, and how of strategy. The ‘what’ entails practices engaged in by an organization, which are consequential to the development of the organization, and thus, can be considered strategic in nature. When dealing with the ‘who’, the lens is fixed on the actors involved in enacting the practices. The underlying assumption is that the involved actors are capable of strongly influencing practices, which will thus be different from organization to organization. The ‘how’ examines the

dynamics between practices and actors, exploring how the practices that produce the strategy of an organization are enacted by the actors and their outcomes (Jarzabkowski et al., 2016).

Jarzabkowski et al. (2016) conceptualized how these three focal areas are connected along with their potential outcomes. Their model is presented in Figure 3 (Jarzabkowski et al., 2016, p. 4):

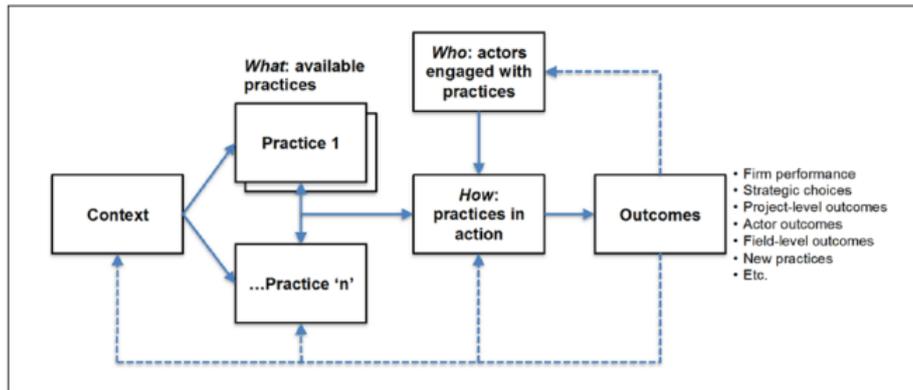


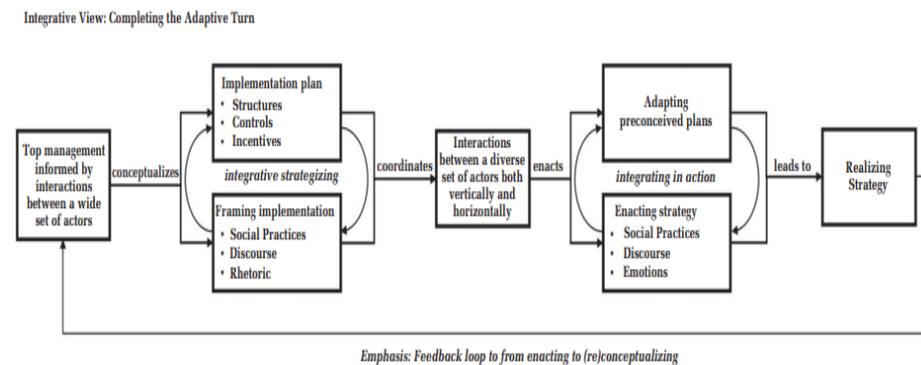
Figure 3: A schematic model of strategy practice

Two crucial stages are the formulation of strategies and implementation plans and the conceptualization and enactment of a strategy. Although these concepts refer to somewhat the same practices and are in some cases used interchangeably, they have different theoretical foundations. Formulation and implementation are used in the more traditional strategy literature, whereas the SAP perspective is more concerned with enactment. Consequently, some nuances exist in what these concepts refer to.

According to Weiser et al. (2020) in their review of existing research, a shift has occurred from a traditional structural control view of strategy implementation, where formulation and implementation were usually different and distinct phases, to the topic of interest being the implementation plans themselves. Emerging from the SAP perspective is an adaptive turn, where the focal point has shifted towards how strategies are conceptualized and enacted. In this view, strategies are

‘enacted within the discourse, interpretative, and emotional practices of the actors who implement them’, and it is ‘the implementors who shape the strategy that is ultimately realized’ (Weiser et al., 2020, pp. 979–980). In their article, Weiser et al. (2020) suggested combining the strengths of the two approaches to create an integrative view of strategy implementation. Accordingly, they proposed a new model for conceptualizing and enacting strategy, which is presented in Figure 4 (Weiser et al., 2020, p. 987):

Figure 4: Integrative view of strategy implementation



This model starts with the conceptualization of a strategic direction and plans for realization, then proceeds to the coordination of the affected actors, and then moves on to the adaptation and enactment of the plans, leading to the realized strategy. A critical highlight of this model is the feedback loop, which results in continuous reconceptualization of the strategy and its enactment. This is constituted by several different practices, which according to Friesl et al. (2020) can be placed within five different categories. These categories are not derived directly from the model of Weiser et al. (2020), but they are likely to make an appearance in some form throughout strategizing.

The first category is practices connected with a matching structure and processes, where these aspects along with systems and organizational design are attempted to be aligned with the new strategic direction.

Strategizing occurring in this context can be, amongst others, the interplay between departments, teams, and processes; coordination of strategic activities; and reactions to unforeseen events. Potential challenges associated with practices in this category, regardless of the level of ambiguity of the strategy being implemented, can include poor coordination across departments (Beer & Eisenstat, 2000), a lack of guidelines on how to approach implementation, unclear responsibilities and accountability measures, conflicting power structures, and long timeframes that create pressure (Hrebiniak, 2006).

The second category, resource matching, is similar in that resources also need to be matched with the chosen strategic direction, including managerial ability, leadership styles, employees, finances, and time. Potential points of contention appearing within these practices are largely related to top-level management, and to whether a hands-off approach is taken in regard to enactment, which is not viewed as beneficial. This is also the case for a lack of or inefficient attention, especially in the vertical direction (Beer & Eisenstat, 2000; Hrebiniak, 2006).

The third category of practices refers to how strategy enactment is monitored, that is, the progression and measurements ensuring control and enabling of adjustments if necessary. The monitoring itself may serve as a potential detriment to enactment because it can contribute to a perceived lack of trust (Weiser et al., 2020). A further problem is when strategy conceptualization and enactment are treated as interdependent and disconnected from one another (Hrebiniak, 2006), thus reducing the options for making corrections and adjustments.

The fourth category deals with practices on how the new strategic direction and its underlying reasoning are framed, that is, how they are communicated to increase understanding and how they help in identifying and enacting the required strategizing activities. In this case, an unclear strategy has been identified as a potential challenge, as have

poor vertical communication, insufficient sharing of information (Beer & Eisenstat, 2000; Hrebiniak, 2006), and in some cases the rhetoric used when communicating (Weiser et al., 2020).

The fifth and final category of practices is negotiations, either formal or informal, between the various stakeholders affected by the strategic direction, whether inside or outside the organization. Regarding the necessity of reaching a unified understanding of goals to coordinate further strategizing actions, the most prominent challenge is conflicting priorities (Beer & Eisenstat, 2000).

The contributions of this PhD project are not directly related to the SAP framework; however, this perspective is related to the concept of *open strategy* and thus its presentation is warranted.

3.3 Open strategy

A specific practice that has received significant attention is that of opening strategic work to participants beyond the traditional audience of boards and managers. This falls in the same avenue as collaborative governance and other ‘open’ initiatives, such as open innovation (Chesbrough, 2011), where strategy scholars have identified a similar empirical trend in strategic work, conceptualizing it as *open strategy* (Whittington et al., 2011). This directional shift emerged from the practices of *strategic planning* and *strategic management*, where underlying principles have been more in the direction of secrecy and exclusivity (Whittington et al., 2011).

Whittington (2019) provided a historical account of the development of strategic practices from the 1950s to the present day. According to this account, strategic planning practices were concerned with predictions and external factors, such as competition, while analysis and scenario planning were typical practices in strategic work. This approach came under scrutiny due to it being too rigid and top-down, resulting in a shift

towards the strategic management approach. Here, a shift towards formulation and especially implementation occurred, which to a large degree opened the way for the possibility to provide input from stakeholders other than the executive suite. Despite this, as Whittington described, strategic management was being side-lined (2019, p. 218). The criticisms levelled at strategic planning were still present, such as them being too rigid in adapting to the pace of more modern business and not getting rid of the top-down perspective. The practical shift was towards doing and innovating, rather than developing and implementing strategies that are most likely to fail (Beer & Eisenstat, 2000; Hrebiniak, 2006). Consequently, practices of inclusion and transparency in strategic work started to emerge.

The proposed benefits to open strategy include greater access to information, legitimacy, and more efficient implementation (Seidl et al., 2019). The concept refers to participation by both internal and external stakeholders through the dimensions of inclusion and transparency (Whittington et al., 2011). Later, it was defined as ‘a dynamic bundle of practices that affords internal and external actors greater strategic transparency and/or inclusion, the balance and extent of which respond to evolving contingencies derived from both within and without organizational boundaries’ (Hautz et al., 2017, pp. 1–2). Further motivational explanations provided by organizations engaging in this type of practice have included the following (Hautz et al., 2019):

- (1) to generate and crowdsource ideas concerning a firm’s strategic direction,
- (2) to improve a strategy,
- (3) to foster inclusion and collaboration among the participants,
- (4) to increase transparency and offer additional insights and understanding of an organization’s strategy,
- (5) to support strategic decisions,
- and (6) finally, to transform an organization’s strategy process (p. 90).

The dimensions of inclusion and transparency are viewed as continuums and have been expanded since their initial conceptualization in 2011, with additional subdimensions added. The first dimension, inclusion, is a step beyond mere participation as it involves not only gathering

information and inputs but also creating a long-lasting community (Hautz et al., 2017) by engaging ‘in an organization’s “strategic conversation” [i.e.] the exchanges of information, views and proposals intended to shape the continued evolution of an organization’s strategy’ (Whittington et al., 2011, p. 536).

As implied by the definition of open strategy, the included stakeholders are potentially from both within and outside an organization, and thus, one of the subdimensions is the range of stakeholders invited to participate in the strategic conversation. Based on the reasoning that inclusion is more than participation, Seidl, von Krogh, and Whittington (2019) suggested that the depth of involvement is another subdimension, referring to the quality of the strategic conversation. The authors further suggested a third subdimension in the same article, namely the scope of decision-making rights, where the potential to make decisions regarding the strategic direction is transferred or democratized. Finally, a fourth subdimension in regard to both inclusion and transparency was indirectly proposed by Dobusch, Dobusch, and Müller-Seitz (2019) when they coined the term *procedural openness*; in the case of inclusion, this refers to the openness of the selection process of invited stakeholders (Seidl et al., 2019).

The second dimension of open strategy, transparency, ‘refers to the visibility of information about an organization’s strategy’ (Whittington et al., 2011, p. 536). In its initial conceptualization, this referred to the range of audiences given access, both internal and external, which is considered the first subdimension. Later literature has identified what information and to what extent it is made available to audiences as a second, *factual* subdimension of transparency (Dobusch et al., 2017; Seidl et al., 2019). A third and final subdimension, in connection to inclusion, is the openness of transparency procedures.

One manifestation of open strategy, namely *interorganizational strategizing*, occurs when multiple and separate legal organizations

collaborate on strategizing, which primarily serves four functions: to explore the strategic environment, to learn from past experiences, to create legitimacy for the strategic direction, and to strengthen the relationship between the participating organizations (De Gooyert et al., 2019). As with open strategy, this strand of literature is mainly based on practices in private organizations. Interorganizational strategizing was used as the theoretical foundation in Article 1, and therefore, it is only briefly mentioned while further details are provided within the article itself.

3.4 *Tuning the perspectives*

The theoretical perspectives have different starting points and focal areas, resulting in different understandings of similar concepts, which warrants a brief discussion. Whereas literature on governance networks concerns public organizations and their machinations within a network when engaging in interorganizational collaborations, SAP and open strategy are mainly conceptualized based on practices in single private organizations. Although several of the same concepts, such as inclusion, transparency, and legitimacy, are present in both strands of literature, the underlying assumptions are different. The result is differences that are likely to manifest when applying and discussing these perspectives in an analytical context. A few examples are highlighted in the following paragraphs.

Direct participation – or inclusion – in decision-making processes is a critical part of governance network literature (Torfing, 2016). Although inclusion is a key dimension of open strategy (Seidl et al., 2019), the focal point is different. When participation and inclusion are discussed in governance network literature, it is a question of organizational participation in the network itself that is a given. This contrasts with open strategy, where inclusion is a question of who and to what degree individuals are to be included in strategic work. Thus, the concept of

inclusion addresses different aspects depending on the literature examined.

The concept of transparency has a somewhat opposite starting point, since the assumption in open strategy is that information is secret and must be disclosed (Seidl et al., 2019). This is in contrast to public organizations, which are most likely subject to a variant of a *Freedom of Information Act*. Here, the starting point will be that all information is publicly available, meaning that legal assessments must be made to exempt information. As such, the subdimensions of transparency used for private organizations in open strategy may not be as applicable to public ones.

A final contrasting example between the strands of literature is legitimacy. When this concept is discussed in the context of governance network, it is given extra gravity when contrasted with legitimacy in private organizations through the introduction of a democratic element. Although increased legitimacy is listed as one of the underlying motivations for open strategy (Seidl et al., 2019), an extra dimension is added to this aspect when the concept of external democratic legitimacy is introduced; that is, the perception of citizens regarding the legitimacy of the strategic direction (Mosley & Wong, 2020; Papadopoulos & Warin, 2007; Scharpf, 1999; Schmidt, 2012). With the extended range of stakeholders and the potential societal consequences that might result from public sector strategies, the gravity of legitimacy increases substantially compared with the approach in open strategy literature.

Whereas SAP and open strategy literature primarily examines a single organization, governance network literature addresses the interaction between several organizations. However, the subset of open strategy, namely interorganizational strategizing, has a similar focus on multiple organizations. The complexity of public governance networks and public policy is not necessarily accounted for in interorganizational strategizing. An identified point of interest is whether strategizing in a

collaboration is used in the strategizing of the participating organizations (De Gooyert et al., 2019; Heger & Boman, 2015). However, potential mechanisms for bridging these different strands of strategizing have yet to be studied in this branch of literature. When collaborating on public policy across multiple organizations, bridging becomes even more prominent. The notion of multiple levels is a topic of interest in governance literature, although the interest here is in using them as a governing tool (Hooghe & Marks, 2002), not as bridging mechanisms as referenced in interorganizational strategizing. However, given that both governance literature and literature on interorganizational strategizing have highlighted what happens in-between the network and its participants, it can be assumed that this aspect will be important when enacting a network strategy.

When applying a theoretical perspective (open strategy and interorganizational strategizing) to a context (governance networks) that differs from the one underlying the main conceptualization (the private sector), some discrepancies are inevitable. Although some aspects are less suitable, the theoretical perspective does allow neglected topics to be addressed. A key example of this is inclusion, where the traditional focus in governance networks has been organisational within the network – which contrasts with the individual inclusion of open strategy. Nevertheless, with some of the less suitable aspects such as transparency, nuances in the theoretical perspectives can be ascertained given the different starting points. Thus, applying strategy perspectives derived from private organizations has the potential to identify some interesting nuances in both empirical and theoretical aspects. This combination of the theoretical perspectives has influenced the research methodology and design, which along with methods and ethical considerations are presented in the upcoming chapter.

4 Research methodology, design, and methods

This chapter aims to present the research methodology of the thesis, including paradigm, design, and methods. Section 4.1. will detail the chosen research paradigm. Section 4.2. will present the research design, including subsections 4.2.1. on the research questions and 4.2.2. on selecting the empirical case. Section 4.3. elaborates upon the qualitative methods used: interviews, observations, and documents, detailed in sections 4.3.1. – 4.3.3. respectively, before the section ends with 4.3.4. on how analysis was conducted, and validity ensured. The chapter concludes with section 4.4., containing ethical considerations.

4.1 Research paradigm

The differences in the theoretical frameworks are present in their underlying ontological perspectives. SAP emerged from the practice turn in social sciences (Golsorkhi et al., 2015; Reckwitz, 2002; Schatzki et al., 2001), which in turn emerged from transformed social constructivist theories (Rasche & Chia, 2009). By contrast, governance literature is influenced by a post-positivist turn (Greenwood, 2016). These are just starting points however, and a variety of ontologies are present in both strands of literature. Therefore, instead of adopting a particular ontology, the present study adhered to Schatzki's (2019) multi-category ontology, where the argument is that '[s]ocial theory (...) is most flexible and most adequate to the oft-invoked messiness of social life when it embraces the – to paraphrase Heidegger (1978) – equiprimacy of categories' (Schatzki, 2019, p. 13). Thus, the ontological approach is one that is permeated by flexibility and pragmatism.

Pragmatism as a paradigm can be traced back to Dewey (1931). It agrees with the notion that knowledge is socially constructed, although it maintains the ontology 'that reality is what works' (Kaushik & Walsh,

2019, p. 3). An objective reality may exist, but knowledge is constructed based on beliefs, habits, and experiences (Kaushik & Walsh, 2019; Morgan, 2014; Pansiri, 2005). Considered to be an ‘anti-theoretical philosophy’ (Alvesson & Sköldberg, 2018, p. 70), the pragmatic paradigm is more concerned with answering real-world questions and highlights empirical approaches (Kaushik & Walsh, 2019). The aim is ‘to facilitate human problem-solving’ (Powell, 2001, p. 884) by ‘choosing explanations that best produce desired outcomes’ (Pansiri, 2005, p. 197). This approach allows for the possibility to reflect and readjust to discern the nature of the question and possible solutions in an abductive process (Kaushik & Walsh, 2019). Thus, theoretical perspectives are used to inform the empirical situation and discern explanations capable of solving real-world challenges.

An underlying condition of this thesis was the aim of providing practical knowledge that can be applied to improve outcomes in municipal strategizing. As such, adopting a pragmatic paradigm became both somewhat of a necessity and a useful approach, which manifested in different ways throughout. The pragmatic paradigm can be identified in the selection of an exploratory design along with an abductive approach (Blaikie, 2009). With the initial intention of exploring how strategy is enacted, no theory testing was involved. Throughout the data collection, as it became evident that enactment proved challenging, it became necessary to shift the focus to challenges faced in this regard. This required a constant back and forth between empirical material and literature to identify said challenges as well as possible explanations capable of affecting outcomes. While in line with an abductive approach, this also conforms with the following approach to inquiry of Dewey:

1. Recognizing a situation as problematic;
2. Considering the difference it makes to define the problem one way rather than another;
3. Developing a possible line of action as a response to the problem;
4. Evaluating potential actions in terms of their likely consequences;
5. Taking actions that are felt to be likely to address the problematic situation (Morgan, 2014, p. 3).

Because, according to this paradigm, knowledge is based on beliefs, habits, and experiences (Kaushik & Walsh, 2019; Morgan, 2014; Pansiri, 2005), it was necessary to ascertain the perceptions of the individuals involved as to why enactment proved challenging. This notion was used to identify initial respondents. Subsequently, the snowball sampling technique (Etikan, 2016) was employed to further identify respondents with additional experiences and insights.

The pragmatic paradigm is also reflected throughout the articles included in this thesis, as their starting points are based on the following topics or challenges identified by the respondents themselves: the desire to have all of the county's municipalities participate in the network (Article 1); differentiated perceptions of the network's legitimacy (Article 2), and; enactment challenges (Article 3). As these were topics either directly or indirectly identified by the respondents, they were then expanded upon through the abductive approach and Dewey's mode of inquiry. Thus, adopting the pragmatic paradigm was useful throughout the research process and to produce practical knowledge on municipal strategizing in governance networks. The research design for doing so is presented in the next section.

4.2 Research design

Building on the underlying aim of providing practical knowledge as well as the pragmatic paradigm, the research required a design closely related to practical application. With collaboration being a crucial part of handling complex challenges (Eriksson et al., 2020), a case study on such a collaboration was deemed the most suitable research design. With the go-to of Norwegian municipalities being to organize within governance networks to handle digital transformation, selecting one such network as the case was natural. A case study is defined as 'an intensive study of a single unit for the purpose of understanding a larger class of (similar) units' (Gerring, 2004, p. 342). Case studies have also been highlighted as a suitable approach when exploring networks (Järvensivu & Törnroos,

2010; Rashid et al., 2019). Although literature on governance networks served to provide information on the context and the SAP perspective provided a focus on the organizational aspects of producing strategy, these were just starting points. Therefore, it made sense to adopt an exploratory design (Blaikie, 2009) with an abductive approach, where the framework and theory continuously evolve throughout the research process (Dubois & Gadde, 2014, 2002). This allowed for going back and forth between literature to further inform the empirical context, thus gaining insights into practical challenges in line with the pragmatic paradigm.

4.2.1 Research questions

The overarching research question and accompanying subquestions were inspired by SAP, open strategy, and interorganizational strategizing literature. The overarching question, which was developed to explore how a strategy is realized within a municipal governance network, was as follows: How is strategy enacted in municipal governance networks? This question is based on the SAP position that a strategy is considered the consequential activities that move the network in a certain direction, thus being capable of affecting outcomes. Thus, the intention behind the question was to explore the direction realized by the municipalities participating in the network.

To further illuminate the different aspects of strategy enactment in this context, the following subquestions were developed: (1) How is strategizing conducted? (2) Who is included and how is transparency handled? (3) What are the mechanisms for bridging network and municipal strategizing?

The first subquestions was also derived from the SAP perspective, specifically from the concept of strategizing. As this concept refers to the enactment of strategy, how strategizing is conducted is a critical part of enacting strategy; consequently, it warrants attention. The second

subquestion was taken directly from the two dimensions of open strategy, namely inclusion and transparency. According to Whittington (2019), the trend of open strategy is a reaction to the traditional approach of exclusivity and secrecy in strategy processes which are not functioning as desired. It is therefore crucial to explore how the dimensions of inclusion and transparency are handled. This is due not only to the theory considering these dimensions critical parts of enacting strategy but also the sheer scale and scope of handling 23 municipalities collaborating on a strategic direction. The third subquestion was based on the identified topic of interest in interorganizational strategizing, namely mechanisms for bridging network and participant strategizing (De Gooyert et al., 2019). The municipalities themselves are responsible for enacting the network strategy, but to achieve this, network machinations must be accounted for in some form or another. Therefore, a need will exist for mechanisms that bridge network and municipal strategizing, and the intention underlying this subquestion was to explore how this is done.

The initial assumption when designing the PhD project was that by introducing the SAP and open strategy strands of literature to a public sector context where strategy is less explored, some new insights could be gained. This assumption prevailed throughout the duration of the project. However, some challenges were encountered when attempting to combine these different theoretical perspectives; the most prominent being the governance network literature using terminology and approaches related more to traditional strategy (including observed practice). This resulted in the use of different terminology throughout the articles depending on the literature being addressed. The most prominent example is found in Article 2, which dealt with internal legitimacy in governance networks. A major focus there was on different organizational levels, a concept not really relevant in the SAP perspective; here, the interest was in how strategy is enacted and by whom, regardless of where in the organizational hierarchy they are

placed. The use of implementation is prevalent in governance network literature (and in some SAP-related literature as well), whereas the concept of enactment is not present. The research question and accompanying subquestions were inspired by SAP-based literature on conceptualizing and enacting, and also from open strategy, including the understanding of strategizing and strategy. Therefore, throughout this thesis, the various concepts are referenced in accordance with this strand of literature unless otherwise specified.

4.2.2 Selecting the case

After deciding on case study research, Digi Rogaland was selected as the unit of analysis and served as the primary source of data. This particular network was selected mostly for practical reasons of proximity. However, Digi Rogaland did additionally have the benefit of conceptualizing a strategy that was supposed to be enacted during the data collection period. Furthermore, the network was in its initial stages, which provided an interesting opportunity to explore intermunicipal strategizing in its infancy. Thus, this network was deemed suitable for providing insights into strategic work conducted in governance networks.

However, as enactment is dependent on activities within the participating municipalities, using the network as the only source of data would not have been sufficient. Consequently, additional data from participating municipalities were deemed necessary to fully understand how strategizing was conducted. Due to practical considerations, it was not feasible to include all 23 municipalities that participate in the network. Thus, three municipalities were selected based on organizational size. The aim behind selecting differently sized municipalities was to discern any potential differences when strategizing due to organizational capabilities as well as whether the size of the municipality played a role in aspects such as commitment, perceptions of the network, and gains realized. The intention of including the smaller municipalities could

indicate an expectation of them benefiting by participating to a larger degree compared with the larger municipalities. Therefore, efforts to bridge network strategizing might potentially need to be more intense to fully reap the benefits of participation in municipalities with lower organizational capabilities.

Therefore, the three municipalities were selected based on the number of employees (and indirectly available resources). The first municipality had approximately 5,800 employees, the second 1,800, and the third 1,000. The inclusion of these municipalities provided additional insights into the municipal relationship with the network and ensured essential data for exposing strategizing in both the network and the municipalities.

4.3 Qualitative research methods

The SAP perspective served to structure both the data collection and initial analysis by focusing on the what, who, and how (Jarzabkowski et al., 2021, 2016) in the strategic work conducted in Digi Rogaland. Although the pragmatic paradigm is often associated with mixed methods (Feilzer, 2010), qualitative methods are the ones primarily used in case study research (Blaikie, 2009; Yin, 2003). According to the pragmatic ontology, knowledge is based on beliefs and experiences; thus, discerning the perceptions of the individuals involved, directly or indirectly, with Digi Rogaland was deemed crucial. Additionally, given that the topic of interest was to explore how municipalities work to conceptualize and enact strategies within governance networks through the practical perspective of SAP, a qualitative approach would provide the most insightful data.

Data were collected from November 2019 to September 2020. The data collection methods were semistructured interviews, observations, and documents, which allowed for triangulation of both the data and analysis in an effort to increase validity (Yin, 2003). The sources, types, and

quantity of the empirical material are presented in Table 2 and discussed in depth in the following subsections.

Table 2: Sources, types, and quantity of empirical material

| Data source | Type | Quantity |
|---------------------|---|------------------------------|
| Interviews | Semi-structured with directors, officers, project managers, and front-line employees | 26 respondents |
| | Steering committee representatives | 4 respondents |
| | Network administrators | 3 respondents |
| | Municipal directors | 3 respondents |
| | Digitalization officers | 3 respondents |
| | Digitalization/IT advisors | 4 respondents |
| | Project managers | 3 respondents |
| | Front-line managers and employees | 6 respondents |
| Observations | Steering committees and resource-, subject-, and project groups etc. | 55 hours |
| | Steering committee | 12 hours |
| | Other network groups | 10 hours |
| | Strategy workshops | 9 hours |
| | Municipal director meetings | 6 hours |
| | Assorted project meetings and conferences | 18 hours |
| Documents | Policy, strategic reports, internal minutes and documents, and projects | Approx. 800 documents |

4.3.1 Interviews

Interviews are considered one of the most essential sources in case studies (Yin, 2003), which is reflected in this thesis as well. Through the interviews, factors considered important were identified, along with the perceptions of the network. Respondents were identified based on their organizational position, either in the network or in the selected municipalities and through snow-ball technique. Efforts were made to include respondents and thus perspectives from various organizational placements in both the network and the respective municipalities. The

interviews were designed to be semistructured (Yin, 2003) in line with the exploratory approach of guiding respondents but not limiting or restricting them to an excessive degree. The interview guides needed a structure that conformed with the purpose of the study and the research questions (Hermanowicz, 2002) and were designed to obtain information in accordance with the SAP perspective, such as purposes, what had been done, by whom, and how. Four different interview guides were developed due to employees in various organizational positions being interviewed: network, management, operational, and front-line. Whereas the contents were largely the same, the structure was based on organizational placement to elicit more flowing responses. Specifically, when interviewing members of the steering committee, initial questions were directly about the network itself, and the topic was gradually moved ‘downwards’ to the individual municipalities. By contrast, when interviewing respondents in operational or front-line positions, initial questions were on a specific project or day-to-day operations before ‘escalating’ to the network level.

The initial interviews helped to create a picture of the context and strategic work done on digitalization in both the network and the three selected municipalities across various organizational positions. Furthermore, the interviews informed on topics that the respondents themselves considered important, which provided avenues for further exploration. One such example was the desire to include the entire county in the network, which resulted in Article 1.

4.3.2 Observations

Observations were used to inform on the same topics in connection to the SAP perspective and semistructured interviews. In addition, the framework provided by Spradley (1980) was used to gauge aspects, such as individual acts, moods, and objects, to create a form in which notes were written. These notes taken during observations can be classified as descriptive (Tjora, 2006) in that they were limited to describing what was

being communicated and discussed as neutrally as possible. In some cases, interpretive comments were included, but they were kept separate from the descriptive text. The participants appeared unbothered by the presence of a researcher, and no stifling of the conversation was noted. Moreover, no sensitive information was discussed in the observed meetings, which was likely a contributing factor.

4.3.3 Documents

Whereas interviews and observations were the two primary sources of data, documents served as an additional source for providing contextual information, supplementing and corroborating the data derived from the other sources, and helping to verify the findings (Bowen, 2009). Some documents were collected through open sources, such as the network or municipal websites. In addition, access to the internal ‘archive’ of the network was granted. Digital interaction and storage were performed through Microsoft Teams, and all available documents were downloaded and included in the data collection, for a total of approximately 800 documents. A list of examples has been provided in Appendix 8.

4.3.4 Analysis and validity

With both the pragmatic goal of answering real-world questions and the use of the abductive approach, the step-by-step process of Alvesson and Kärreman (2007) was used to guide the analysis. This process requires a flexible approach to theory to ‘to produce sufficiently open and challenging observations and interpretations’ (Alvesson & Kärreman, 2007, p. 1269) as well as being reflexive, in that alternative interpretations and explanations are actively sought (Alvesson & Kärreman, 2007; Alvesson & Sköldberg, 2018).

The six-step mystery focused research process (Alvesson & Kärreman, 2007) started with breaking down the empirical context to identify real-world challenges, which was primarily done when conducting interviews

and gauging what the respondents themselves highlighted as important. This identification was performed within the frame of the SAP perspective. After the topics that respondents deemed interesting were identified, they were contrasted with literature capable of providing sufficient explanations. Highlighted topics sufficiently addressed in the literature were discarded, and the remainder were deemed ‘mystery candidates’ in that theoretical contributions were possible if pursued (Alvesson & Kärreman, 2007).

For the cases deemed interesting, relevant literature was used to conduct a more in-depth analysis of the topic and to determine whether contributions could actually be made. As an illustrative example, Article 2 started with the ‘who’ from the SAP perspective, where the distinction between those conceptualizing and those enacting strategy could be made. A disconnect in the perception of the approach between the two sets of stakeholders could be identified. In an effort to understand this disconnect, literature on democratic and organizational legitimacy was applied to further inform the analysis. Coding was performed based on the literature, which informed categories. The interviews, observations, and relevant documents were subsequently scanned; relevant information was extracted and coded; and analytical comments were affixed.

The final step of the analysis entailed applying theoretical explanations in more detail to transition back and forth between the coded empirical material. The purpose was to formulate a potential solution to the ‘mystery’ (Alvesson & Kärreman, 2007), that is, whether any theoretical contributions could be made (Siggelkow, 2007; Yin, 2003). This manifested in the three articles included as the thesis findings, which are presented in more detail in Chapter 5.

The validity of the findings and subsequent analysis was ensured through several different measures. Research can be considered to have validity if it is dependable, consistent, and congruent with reality (Guba &

Lincoln, 2005; Merriam & Grenier, 2019; Rashid et al., 2019). The first step in ensuring validity was, in accordance with the pragmatic paradigm, to explore the real-world challenges identified by the respondents. Once identified, mainly through interviews, the reality of these challenges was then corroborated by the observations to identify any potential inconsistencies (Kawulich, 2005); then, additional validity was sought through documents (Bowen, 2009). This triangulation of data sources ensured that the experiences and perceptions of the respondents were in line with what could be observed or extrapolated from documents (Carter et al., 2014). Although different perceptions were identified amongst the respondents (Article 2), no major discrepancies were identified in the data sources.

Once the empirical material had been broken down and the initial analysis conducted, the findings were presented to a selection of employees at Digi Rogaland. This allowed them the opportunity to provide input or disagree with the points made. As the main focus of analysis had been the challenges identified as important by the respondents, no major points of contention were raised during this session. Further cementing of the validity was sought through distributing drafts of the articles to a selection of people in the network and municipalities; again, this provided them with the opportunity to offer feedback. However, no feedback was received, meaning that the analysis and points made were either congruent with the recipients' perceptions, or that the recipients were indifferent and did not bother to read or comment.

4.4 Ethical considerations

This research was partly conducted with insider knowledge since I as a PhD researcher is normally employed by one of the municipalities in the network. Therefore, the insider knowledge was not of the network itself, but of one of the three selected municipalities participating in Digi Rogaland. This knowledge of the organization and potential respondents

was limited regarding work on digital transformation. Insider research refers to where the researcher is a member or at least has intimate knowledge of an organisation (Fleming, 2018). Several pitfalls of conducting research from such a position have been identified, the most prominent of which is being ‘too close’ to the topic, resulting in a lack of objectivity and distorted assumptions (Fleming, 2018; Unluer, 2012). However, arguments have been made for positive aspects as well, such as ‘access, preunderstanding, role duality, and managing organizational politics’ (Brannick & Coghlan, 2007, p. 59). These potential benefits are subject to awareness, however, as the researcher is required to consider aspect such as politics and players and also to be aware of the two roles they occupy (Brannick & Coghlan, 2007).

The potential pitfalls that I could encounter, were accounted for throughout the research by remaining somewhat distant from the employing municipality, a possibility due to Digi Rogaland being the main unit of analysis. This included that I had a separate work office to ensure that the research could be conducted in a more independent setting. Apart from conducting research on the strategic aspects of digitalization and consequently on governance networks as a crucial aspect, no directions from the employer municipality were provided for how the research should be conducted, nor were any other guidelines or limitations imposed. With pre-existing knowledge of the network and municipalities, the risk of skewed assumptions was mitigated through designing and adhering to interview guides. This allowed the respondents to inform on the various aspects and then proceed based solely on these.

Although the network and selected municipalities are public entities with machinations consequently part of the public debate, written approval was still requested to conduct observations and collect documents (some of these are considered internal and thus not subject to public viewing). Approval was obtained before the data collection started.

Furthermore, the anonymity of respondents had to be safeguarded. Before the data collection and interviews, an application and data management plan were submitted to the Norwegian Centre for Research Data (NSD) and subsequently approved. As part of the data collection plan, an information sheet and consent forms were produced and provided to each respondent. The sheet contained information about the research topic, how the data would be used, and how long it would be stored, as well as contact information for requesting its deletion. Consent forms informed the respondents that they would be participating in an interview, which would then be transcribed. Following the conclusion of the research process, the collected data were either deleted or anonymized where possible.

The findings derived from the methodology, design and qualitative methods presented, will be detailed in the upcoming Chapter 5.

5 Findings

This thesis is based on three articles, which are provided in their entirety in the appendices. To provide some initial context and empirical placement, the articles and their connections to each other, the municipalities, and the network are briefly presented in this chapter. As a starting point, all three of the articles address topics that occur primarily in the interplay between the municipalities and the network. An early identification during the analysis was that challenges occurred in this interplay, which also appeared to be a neglected area in research on governance networks, where the attention has instead been on the network itself. Table 3 provides a brief overview of the articles.

Table 3: Overview of the articles

| <i>1. Enticing participation in interorganizational strategizing</i> | | |
|---|--|--|
| Literature | Research questions | Contributions |
| <ul style="list-style-type: none"> ▪ Interorganizational strategizing ▪ Enticement of individuals | <ol style="list-style-type: none"> 1) How are municipalities enticed to participate in interorganizational strategizing? 2) What are the outcomes of enticement? | <p>Identifies the structural, financial, and nonfinancial mechanisms used to promote adherence to a collaboration, locking in the participants, and standardizing infrastructure and solutions across organizations as part of the enticement process.</p> |
| <i>2. Legitimacy gap in municipal governance networks</i> | | |
| Literature | Research questions | Contributions |
| <ul style="list-style-type: none"> ▪ Democratic legitimacy ▪ Organizational legitimacy | <p>The purpose of this article is to explore how internal legitimacy is developed as well as variations of legitimacy on different</p> | <p>The article contributes to theory by exposing and arguing for the need for organizational legitimacy as a focal area when establishing governance</p> |

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| | |
|---|--|
| organizational levels, the overarching strategic level, and the operative level for working on services and implementing solutions. | networks to create legitimacy amongst employees who safeguard the network's purpose operationally. |
|---|--|

3. Network and participant interplay when enacting policy: Downstream challenges in collaborative governance using an integrative view of strategy implementation

| Literature | Research questions | Contributions |
|--|---|--|
| <ul style="list-style-type: none"> ▪ Governance networks ▪ Integrative view of strategy implementation | What are the challenges faced in the downstream interplay between a governance network and its participants when enacting policy? | Extends knowledge on vertical interplay in collaborative governance by identifying five balancing considerations. Furthermore, the findings provide a troubleshooting framework for vertical challenges. |

Across all three articles, a common theme is the interplay between network and municipalities. In Article 1, this manifests in how municipalities are enticed to participate in the network; Article 2 discusses vertical (organizational) legitimacy; and Article 3 addresses challenges in this interplay. The fact that several activities capable of influencing the strategic direction that occurs 'in-between' provided the reasoning underlying the secondary title of the thesis, that strategizing occurs in multiple circumstances in such a context: within the network, in the interplay, and within the participating municipalities. An illustration of the articles, including their themes, the literature used, and their connection with the municipalities, the network, and each other is presented in Figure 5.

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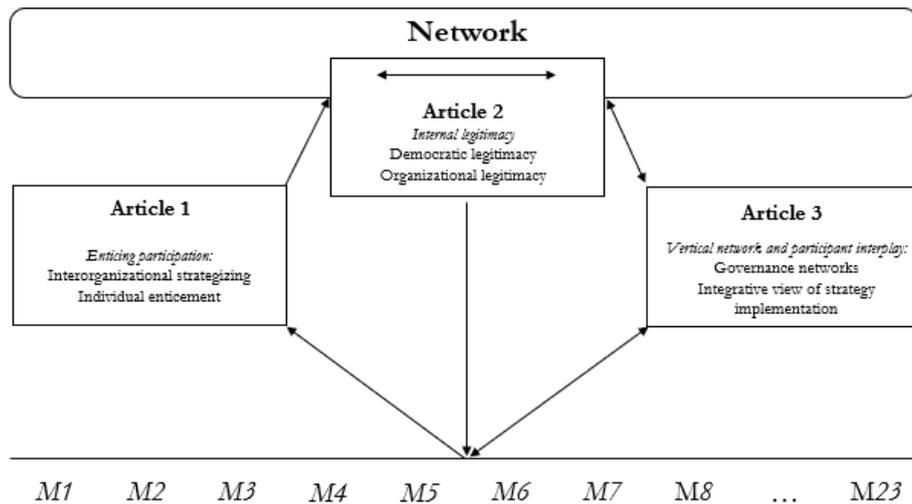


Figure 5: Connections between the articles, the municipalities, and the network.

5.1 Enticing participation in interorganizational strategizing

The first article addresses the need to entice participation in interorganizational strategizing. Existing literature has yet to problematize whether municipal organizations are interested in participating in interorganizational collaborations and, if on the fence, how they are enticed to do so. Such participation requires time, effort, and resources, and must be considered justified compared with gains envisioned by the potential participants. Gathering the desired municipalities has been an issue in other similar Norwegian networks, whereas Digi Rogaland succeeded in gathering the entire county. To explore how enticement to participate is achieved and what the outcomes are, the following research questions are posed: 1) How are municipalities enticed to participate in interorganizational strategizing? 2) What are the outcomes of enticement?

To answer these questions, literature on organizational motivations (De Gooyert et al., 2019; Hautz et al., 2019) to participate in

interorganizational strategizing are juxtaposed with the design of strategies for attracting individuals (Dahlander et al., 2019) to participate in open innovation and crowdsourcing efforts. The analysis identifies efforts to entice initial adherence to the network, mechanisms for locking in the participating municipalities, and facilitating standardization across municipal borders. This is achieved through the use of financial, structural, and nonfinancial mechanisms. The article contributes by identifying this need to entice participation as well as conceptualizing how it is achieved through a model of and the relationship between the various identified enticement mechanisms.

The findings derived from the article contribute to this thesis by, first, providing the context for engaging in interorganizational strategizing and how this has been used to create the environment in which the strategy is supposed to be enacted. The identified mechanisms have ramifications beyond initial adherence as they provide arenas for strategizing activities to occur. Second, the enticement mechanisms result in not only underlying conditions and expectations but also obligations connected to the conceptualized strategy, such as standardization. The mechanisms influence strategizing.

5.2 *Legitimacy gap in municipal governance networks*

The second article delves into the internal legitimacy work conducted within the network precluding and during its initial phase. Democratic legitimacy is a crucial part of the literature on governance networks (Mosley & Wong, 2020; Papadopoulos & Warin, 2007; Scharpf, 1999; Schmidt, 2012), and legitimacy in general is also considered a motivational factor for open strategy (Seidl et al., 2019). Thus, the article explores how internal legitimacy is developed in addition to variations of legitimacy in the network and the municipalities. In addition to democratic legitimacy, a theoretical framework on organizational legitimacy is used to explore internal legitimacy.

The analysis identifies a prioritization of horizontal legitimacy between the municipalities in the network, which is lacking when it comes to vertical legitimacy amongst employees not directly involved. This results in a legitimacy gap between stakeholders in the network and those only operating in the municipalities. The former considered the network to be an essential part of digitally transforming the municipal sector, whereas the latter were indifferent or confused regarding the network, or in some cases opposed to participation. The contributions of this article lie in identifying this gap, arguing that the framework of democratic legitimacy is lacking when it comes to the internal legitimacy of governance networks, and suggesting the addition of organizational legitimacy as a necessary framework for properly assessing internal legitimacy in governance networks.

The article's contribution to this thesis is creating an understanding of the different perceptions of legitimacy of the various stakeholders based on their interest. Furthermore, the article touches on aspects such as inclusion and transparency in efforts directly related to strategizing, including communication in the interplay between the network and its participants.

5.3 Network and participant interplay when enacting policy

The third article explores challenges in the interplay between network and participating municipalities when enacting a network policy and strategy. Leaning on the integrative view of strategy implementation (Weiser et al., 2020), the article asks the following research question: What are the challenges faced in the downstream interplay between a governance network and its participants when enacting policy? The strategy implementation framework (Weiser et al., 2020) is helpful for identifying topics of interest on implementation previously explored in strategy literature, but only in single (private) organizations. The framework helps to pinpoint the analysis when applied to the context of

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governance networks and allows for insights into the challenges faced in the interplay.

The analysis identifies five balancing considerations that were causes of contention: (1) The conceptualization of an ambiguous strategy, which is beneficial when requiring a number of stakeholders to agree on a strategic direction, but potentially results in indifference due to a lack of substance; (2) the use of coercion or sanctions to ensure that conformity with the strategic direction is balanced against the fact that participation in the network is voluntary; (3) the use of direction from the side of the network when, for example, selecting employees to participate in network groups, balanced against the agency of the municipalities; (4) the concentration versus the distribution of decision-making power, which is a challenge of inhibiting progress in projects; and (5) whether coordination should be performed from a top-down or bottom-up perspective. No right or wrong answers can be provided to these considerations, and the approach will be dependent on the network and context itself.

Article 3 contributes to this thesis by exploring the challenges faced in the interplay between the network and municipalities, including its provision of insights into the bridging of network strategizing with municipal strategizing.

The three articles presented in this chapter serves as the findings of the thesis, and the analysis conducted based on these is presented in the next chapter.

6 Analysis

The overarching research question of this thesis was as follows: How is strategy enacted in municipal governance networks? To help answer this question, the following additional subquestions were posed: (1) How is strategizing conducted? (2) Who is included and how is transparency handled? (3) What are the mechanisms for bridging network and municipal strategizing?

To kick off the discussion, a blunt statement in answering the overarching question can be made: The agreed upon strategy of Digi Rogaland was not enacted when viewed through the lens of the SAP perspective. A strategy document was produced and approved; however, this did not manifest in any consequential changes *within* the participating municipalities during the data collection period. Although employees were sent to participate in network machinations, practices within the municipalities appear to have continued as usual (i.e., the same as before the network was created). This chapter discusses why this is the case through exploring the aspects of the subquestions: strategizing, inclusion and transparency, and bridging mechanisms.

6.1 *Strategizing*

In the network, strategizing was first conducted when agreeing upon the strategic direction of the network (i.e., when developing the one-page strategy), and second, through subsequent strategizing in network units to discuss and coordinate enactment practices within the municipalities. Strategizing for determining the direction of the collaboration mainly occurred in two distinct phases: when approving the one-page strategy in June 2019 and then during the revision in autumn 2020. The initial conceptualization of the strategy itself was conducted largely before the data collection started, although the methodology and participants can be identified through various documents. This conceptualization was

mainly performed through the use of traditional workshops with accompanying consultation rounds within the municipalities. The conceptualized document by itself is not as important when exploring through the SAP perspective, where the practices are at the forefront. However, one point to note, with reference to Articles 2 and 3, is the document being overarching and general in nature, which resulted in confusion regarding what the network is supposed to do and how the strategy is supposed to be achieved.

Part of this initial strategizing within the network also included several of the enactment practices suggested by Friesl et al. (2020). Examples include the engagement in structural and processual matching by designing the network to coordinate interaction. The most prominent structures are the resource and thematic groups for facilitating coordination across organizations and enactment within the respective thematic fields. The notion was that once the strategic direction of, amongst others, equal access to digital services across the county had been decided, further strategizing was to occur within these organs to enact the strategy. The intention with these organs was to create an arena where discussions and communication between the municipalities could take place in an effort to coordinate practices vertically within each of them. Based on the interview responses, such discussions and efforts did occur; however, further coordinated efforts did not occur vertically within the municipalities following this facilitation.

Strategizing to bridge the network with the municipalities themselves was left to the individual municipalities. Given that governance networks are constituted by legally independent actors and participation is voluntary, it was sensible for the municipalities themselves to be responsible for extracting gains from network participation. However, challenges were faced, resulting in strategizing not occurring as probably intended. Articles 2 and 3 highlight aspects such as absent communication, slow decision-making processes, and a lack of legitimacy as potential explanations for these challenges. Given that the

strategic direction was not enacted, no strategizing could be identified within the municipalities themselves. Consequently, strategizing within the municipalities cannot be discussed as it continued as usual, absent of any influence from network strategizing.

Strategizing in the network appear to have been fairly successful. These efforts resulted in agreeing on a strategic direction across 23 municipalities and structuring the network in a manner that allows interaction across organizational borders. However, strategizing did not manifest successfully in the interplay and within the municipalities on a level sufficient for ensuring strategy enactment. Thus, when it comes to strategizing, there appeared to be a disconnect, specifically in the interplay between the network and participants. Given the challenges identified in Articles 2 and 3, this is not especially surprising. Sørensen and Torfing (2021) identified downstream challenges as a key issue in getting governance networks to function as intended, and the findings supplement this argument by identifying a disconnect in the interplay. The following analysis further elaborates on this disconnect by discussing inclusion, transparency, and bridging mechanisms.

6.2 *Inclusion and transparency*

6.2.1 *Inclusion*

A key notion of open strategy is the inclusion of stakeholders beyond the executive suite, not only in numbers but also in regard to quality and decision-making power (Seidl et al., 2019). Participants in strategizing for determining the strategic direction of the network and its structure were mostly directors, either municipal directors (equivalent of a CEO) or others, such as organizational, digitalization, or IT directors. In the revision, the primary participants were municipal directors, with a few cases of ‘lower-tier’ directors. These participants conformed with the strategic planning and management practices identified by Whittington

(2019) in that upper management formulates strategies and middle managers and employees are responsible for their implementation. Although some structure matching is present in the strategy document itself, formulation and implementation have been treated separately. When viewed through the lens of the SAP perspective alongside the notion of open strategy, an explanation is revealed for why enactment has been difficult. The proposed benefits of efficient implementation and legitimacy for the chosen strategic direction (Seidl et al., 2019) are absent. Assuming the open strategy literature is correct in this regard, a critical part of the explanation is the lack of inclusion of stakeholders beyond the executive suite.

As addressed in Article 3, decision-making power is concentrated at the top, which is where consequential decisions are made. Although the opportunity to provide input was likely present, especially during revision, this would not have equalled quality inclusion. Thus, when considering inclusion and the accompanying subdimensions, the ‘score’ would likely be low on most accounts. In the two primary strategic efforts for determining the direction of the network and where consequential decisions were made, 1) the included stakeholders were mostly upper management; 2) input options were limited and no direct quality participation in the strategic conversation could be identified; and 3) no decision-making rights were transferred.

Inclusion in strategizing in the network beyond the executive level does occur in the structural organs where strategizing to facilitate and coordinate enactment practices takes place. However, this happens once directional decisions have been made and premises have been established. Despite this, there are still possibilities for influencing the strategic direction within the various thematic fields through participation in these groups, although there are difficulties in this regard as well. To further connect these difficulties to inclusion, those participating in the resource and thematic groups are mostly digitalization or IT officers, advisors, or project managers. Operational

managers or employees working directly to provide municipal services (of the kind the strategy seeks to standardize across organizations) are not included in these groups. This is a potential explanation for why strategizing in the interplay and the municipalities proved difficult, as information would have had to travel through several organizational levels to reach employees actually enacting the strategy. Given the responsibility of the individual municipality to bridge strategizing, it is also not a given that the information would reach the targeted employees, as highlighted in Article 3, nor that they would be interested in receiving the information considering the findings presented in Article 2.

6.2.2 Transparency

When discussing transparency in public organizations, some underlying principles have enhanced ramifications. Whereas private organizations are (mostly) accountable to shareholders, public ones must answer to politicians, citizens, and local businesses. In this context, transparency is considered, for example, a public value and a tool for dealing with corruption (Ball, 2009). Within the field of public administration, transparency ‘is an important democratic value that incorporates multiple components, including the availability of information about the inner working and the performance of a public organization, enabling external stakeholders to monitor their activities’ (Lyrio et al., 2018, p. 2). Transparency is thus connected to the democratic process as it allows citizens to become involved in decisions that they are directly affected by (Lyrio et al., 2018). This argument for transparency is highly relevant to public strategies as well, since they are likely to affect citizens.

These aspects are often manifested in a *Freedom of Information Act*, making transparency mandatory to a large extent for public organizations. This results in an opposite starting point for public versus private organizations when opening strategy, since the underlying reasoning and the strategy itself are to be made publicly available. This resulted in transparency not being a topic of discussion in the strategic

debate nor in strategizing for the network. Thus, the answer to the question of how transparency was handled is that it was a non-issue. The question became one of communication and availability. Generally, information had limited availability. The network's website had to be actively sought, and access to Microsoft Teams was limited to those directly involved in the various network groups. Although there were no discussions of withholding information, availability was limited and not satisfactory. An employee not directly involved in the network nor with proper knowledge of the website would likely not find any information. This would make it difficult to gain knowledge on strategizing in the network, making bridging to the municipalities impossible.

6.3 Bridging mechanisms

Regarding subquestion 3 on the bridging mechanisms between the network and municipalities, a key finding was that it was left to the municipalities themselves to handle this aspect. Thus, there were no formal mechanisms for bridging strategizing on behalf of the network. Strategizing conducted in network organs, such as the resource and thematic groups, was to be adapted by the individual municipalities and enacted within the respective organizational borders. As discussed in Article 3, it would be difficult to conceptualize a 'one-size-fits-all' enactment plan. This would include monitoring, incentivizing, and sanctioning, or any other mechanisms capable of bridging strategizing, due to the participants being legally independent organizations operating within their own interests. Consequently, beyond coordination within the network, no further bridging mechanisms could be identified.

The nature of voluntary participation makes it difficult to enact any form of enforcement or monitoring mechanisms as no formal authority exists to do so. Such authority could have been derived from an agreement, although provisions of this nature are not included in the one underlying Digi Rogaland. The implementation of coercion mechanisms was discussed, but these had yet to manifest. Thus, incentives are the

remaining option for coaxing enactment of the network strategy in the individual municipalities. A noteworthy aspect in this regard is the different perceptions of legitimacy identified in Article 2: Incentives for organizations to participate in a network (Article 1) do not appear to be sufficiently interesting for those tasked with enacting within the municipalities themselves. As highlighted in Article 2, different perceptions of what is legitimate are likely to exist – which by extension can also be applied to incentives. Incentives may have to be tailored based on needs to have the desired effect, and consequently, they will need to be different depending on the targeted individuals. When, as in the case of Digi Rogaland, incentives are aimed at organizations, such as gaining access to financial resources, this does not necessarily work by itself to incentivize employees to actually enact the strategy. This is because it is not a given that incentives of this nature will benefit day-to-day operations.

The network structure facilitates coordination horizontally; however, when it is left to the individual organizations with their own interests, it is not a given that this will occur. The individual employees participating in the coordinating organs may also factor into this equation. A key point regarding vertical coordination was communication or the lack thereof. No formal channels of communication were present, save for a website that required prior knowledge to seek out. ICT tools such as Microsoft Teams were used to communicate within the various groups and structures; however, access was restricted to the individuals participating in said groups. Thus, unless one directly participated in these groups, little to no information was available unless actively sought on the website, which in the early phase was sparsely updated, as one respondent lamented. Consequently, conscious framing and communication along with deliberate interplay, strategizing could not be identified. This is most likely a major factor in understanding why the strategy was not enacted.

As an extension of a lack of communication and vertical coordination, no formal feedback loop could be identified. Highlighted as a crucial part of conceptualizing and enactment by Weiser et al. (2020), a feedback loop is required to make continual and necessary adjustments to the conceptualized plans for enactment. Feedback was undoubtedly provided through informal channels and in the network organs, given the necessity of the revision initiated in the middle of 2020. However, this opportunity would have been limited to those individuals participating, and without the possibility to make continuous adjustments, feedback and subsequent revisions are periodic. This resulted in the network potentially operating suboptimally until such a revision was initiated.

Furthermore, the analysis cements the point made by De Gooyert et al. (2019) that mechanisms for bridging interorganizational strategizing with participating organizations is an important point of interest. In the case of Digi Rogaland, network strategizing did not influence the municipal strategizing. A key aspect was that this bridging was left to the municipalities themselves, which is dependent on their willingness to do so. During the data collection period, this willingness appeared to have been low to nonexistent. This finding does, however, reinforce the need for such mechanisms, and that strategizing will have to be spent in the interplay between network and participating municipalities.

6.4 Multi-tranche strategizing

The analysis demonstrated that regarding strategizing, efforts have primarily occurred within the network. Efforts to gather the entire county (Article 1) and to reach a consensus on a strategic direction for the network succeeded along with certain enactment practices, such as structure matching. However, strategizing in the interplay was left to the municipalities themselves, and both an indifference and unwillingness to engage in strategizing were identified (Articles 2 and 3). This helps to understand why enacting the network strategy in the participating municipalities proved challenging. These findings generally confirm the

implementation challenge in governance networks identified by Sørensen and Torfing (2021). Explanations offered by open strategy on the subject of enacting (Hautz et al., 2017; Seidl et al., 2019; Whittington et al., 2011) draw attention to those included in an effort to discern why enactment is difficult.

From the analysis, it can be derived that strategizing will have to occur in the context of governance networks – within the network itself first, then in the interplay between the network and municipalities second, and within the respective municipalities to enact the network strategy third. With reference to the model of Weiser et al. (2020), planning and framing implementation as decided in the network must be communicated and coordinated from the network to the municipalities. Therefore, the strategizing that occurs ‘in-between’ is likely to play a key role in enacting the network strategy. These different sets of strategizing are therefore conceptualized and denoted as *tranches* to highlight that strategizing is conducted in serialized parts but require connection to successfully enact a strategy. Thus, this thesis conceptualizes multi-tranche strategizing as *a series of strategizing conducted within different but connected circumstances in an effort to enact strategy*.

As an illustration, Figure 6 showcases the different tranches where strategizing occurs in the context of governance networks:

Analysis

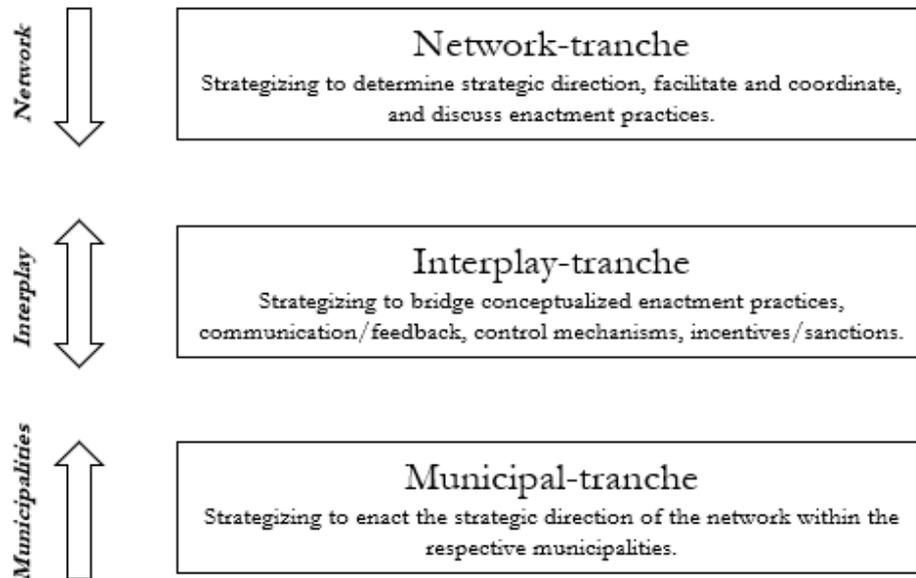


Figure 6: Multi-tranche strategizing in governance networks

First, strategizing is bound to occur within the network itself to negotiate and agree on the strategic direction. Further facilitation and coordination of enactment practices are also likely to occur during strategizing in the network tranche. This must then be bridged between the network and the participating municipalities. Finally, as actually occurs in the individual municipalities' enactment of the network direction, strategizing will have to take place in this tranche as well, resulting in three different tranches of strategizing that must be connected for the successful enactment of a strategy.

This developed concept of multi-tranche strategizing will serve to inform the discussion, which alongside contributions are detailed in the upcoming Chapter 7.

7 Discussion and conclusions

In the case of Digi Rogaland, getting municipalities to participate in the governance network, agreeing on a strategic direction, and facilitating network-tranche strategizing appear to have been achieved satisfactorily, at least from the perspective of those directly participating. However, obstacles occurred in the interplay tranche of strategizing in the effort to bridge the network with municipal strategizing. The challenges to enactment appeared to occur during what is traditionally deemed the ‘implementation’ phase in the traditional strategic planning and management literature. Contrasting the conceptualization and enactment of a strategy within a single organization, the context of governance networks requires multiple legally independent organizations with their own agendas to agree.

Effort has been invested into network strategizing, which of course is a necessity. However, strategizing in the interplay tranche was left solely to the municipalities themselves, which is a common theme throughout the articles and when answering the research (sub)questions. The challenges being barriers to enactment can largely be traced back to the (lack of) interplay-tranche strategizing. Whereas Digi Rogaland was successful in gathering all desired stakeholders (Article 1) and implementing horizontal structures and network processes that were considered legitimate amongst those directly participating (Article 2), the same cannot be said in the vertical direction. Building vertical legitimacy has been difficult (Article 2) and there have been multiple vertical balancing acts to address in a satisfactory manner (Article 3). When failure to properly address these challenges occurred in the interplay tranche, strategizing and thus municipal enactment suffered.

When explaining these difficulties through the lens of the SAP perspective (Golsorkhi et al., 2015; Jarzabkowski et al., 2016; Reckwitz, 2002; Whittington, 1996) and open strategy (Hautz et al., 2017; Seidl et

al., 2019; Whittington, 2019; Whittington et al., 2011), the key point is similar to the failures of strategic planning and management (Whittington, 2019). An approach where strategy was viewed as separate to operations and to a certain degree reserved for upper management was identified. The strategy itself was conceptualized, however generally formulated it was, and enactment plans other than structural and resource matching were absent in the network tranche. It was then left to individual employees, who did not participate in conceptualization and possessed little knowledge of the network, to enact the strategy. Within a single organization where directives and other monitoring and sanctioning mechanisms are more readily available, this approach could be more successful, even though research indicates that it would still be difficult (Beer & Eisenstat, 2000; Hrebiniak, 2006). When no such bridging mechanisms are available and network interests are pitted against the interests and processes within the individual municipality, which is likely considered more legitimate (Article 2), enactment will be difficult.

Challenges in enactment, or ‘implementation’ as used in governance network literature, are not an unknown problem, as per the discussion on the topic provided by Sørensen and Torfing (2021). There are, however, some disassociations in this body of literature when contrasted with the findings of research on open strategy. An underlying premise of governance networks is their openness and collaboration. However, the approach to strategy is more aligned with strategic planning and strategic management (Whittington, 2019), which are associated with exclusivity and secrecy. In this body of literature, this manifests as metagovernance, which has a distinct top-down point of view, considering the purposes of governance systems and structures (Gjaltema et al., 2020; Hood, 1986; Torfing, 2016).

Noteworthy, in their discussion on the subject, Sørensen and Torfing (2021) suggested design thinking as a possible solution to downstream challenges. It is a methodology that allows

Discussion and conclusions

upstream and downstream actors [to] collaborate to define problems and develop and implement innovative designs that meet the needs of the target group, anticipate and circumvent known implementation barriers, and allow adjustment in the face of emerging challenges and unforeseen problems (Sørensen & Torfing, 2021, p. 8).

This methodology is more in line with the practices advocated by open strategy, since it increases the level of inclusion to facilitate more efficient enactment. Thus, the notions akin to the open strategy dimensions of inclusion and transparency appear to be emerging in governance network literature as well.

Based on Digi Rogaland, an argument can be made that a disassociation exists between the purpose of governance networks and their strategic approach. Governance networks are supposed to facilitate openness, but the strategic approach retains the practices of exclusivity and secrecy from strategic planning and strategic management. Strategy work is conducted at the executive level, even though this has been opened horizontally across organizations in the network tranche. The suggested solution to enactment challenges in strategy literature is to broaden the understanding of strategy and open strategic work as advocated by the SAP perspective and open strategy. Based on the already identified issues in governance network literature and the challenges faced at Digi Rogaland, adopting an approach to strategic work aligned with SAP and open strategy is arguably a preferable method for mitigating strategizing challenges in the interplay and municipal tranches. This would mainly be achieved by including a larger number of stakeholders to ensure that the strategic direction is viable and substantiated by sufficient legitimacy, which should make enactment and adherence more viable according to the strategy literature.

In the upcoming section 7.1., the theoretical contributions of the thesis are presented. These include contributions to theory on governance networks (section 7.1.1.), open strategy (section 7.1.2.) and interorganizational strategizing (section 7.1.3.). Following this will be

section 7.2., highlighting empirical implications, before the final section of the thesis, 7.3., presents limitations and potential avenues of future research.

7.1 Theoretical contributions

The theoretical contributions of this thesis are mainly derived from contrasting assumptions in the strands of literature used, which differ based on the empirical context on which they are based. Whereas literature on governance networks is concerned with public organizations and their machinations when engaging in interorganizational collaborations, SAP and open strategy are mainly conceptualized on practices in private organizations. This results in differences in underlying assumptions; governance networks, where inclusion is a given, are contrasted with open strategy, where having to include is the starting point. The former is however primarily concerned with inclusion on an organizational level, whereas the latter puts attention on individual stakeholders vertically as well. Consequently, theoretical insights were obtained by applying an ‘unfamiliar’ framework (SAP and open strategy) on a less explored context (municipal governance networks).

7.1.1 Governance networks

The primary theoretical contribution of this thesis to the literature on governance networks is the disassociation between purpose and approach to strategy. The identified governing practices and theoretical approaches conform with those of strategic planning and management (Whittington, 2019), which generally are not too successful (Beer & Eisenstat, 2000; Hrebiniak, 2006). The results derived from this thesis conform and agree with the suggestion of Sørensen and Torfing (2021) that inclusion should be extended. However, this notion should be taken a step further than just the design of solutions. As open strategy suggests – as is the purpose of governance networks – that ‘lifting’ the inclusion

aspect to encompass the conceptualization of strategy and policy, including enactment plans, should help to mitigate any challenges faced.

A secondary theoretical contribution of this thesis lies in introducing strategy literature into the discussion on governance networks, and especially to the discussion on downstream challenges (Sørensen & Torfing, 2021). Implementation and enactment have long been a topic of interest in strategy literature (Friesl et al., 2020; Weiser et al., 2020), and using them to identify topics of contention, approaches, and methodologies provides useful tools when attempting to understand the difficulties that occur in the context of governance networks.

7.1.2 Open strategy

Considering that open strategy's origin is from private organizations, differences appear when applying the framework to public organizations. The theoretical contributions to open strategy literature of this thesis are in identifying and drawing attention to these differences. The first difference is the one detailed in Article 1, on the potential need to entice participation in interorganizational strategizing (or governance networks).

The second difference that can be extrapolated based on this empirical case and literature on governance networks is the heightened importance of legitimacy. Although increased legitimacy is listed as one of the underlying motivations for open strategy (Seidl et al., 2019), this aspect gains an extra dimension when introducing the concept of external democratic legitimacy, that is, the perception of citizens regarding the legitimacy of the strategic direction (Mosley & Wong, 2020; Papadopoulos & Warin, 2007; Scharpf, 1999; Schmidt, 2012). With the extended range of stakeholders and potential societal consequences that might result from public sector strategies, the gravity of legitimacy increases substantially compared with the approach in open strategy literature.

The third difference is the reversed starting point of transparency, in that information is publicly available and needs to be exempted. Information will not need to be disclosed, as is the assumption in open strategy literature (Seidl et al., 2019). Choosing which information to voluntarily disclose, compared with having to provide legal assessments to exempt information under a Freedom of Information Act, will affect transparency practices. As such, the subdimensions of transparency used for private organizations in open strategy may not be as applicable to public organizations.

7.1.3 Interorganizational strategizing

The contribution of this thesis to the literature on interorganizational strategizing is the understanding of multi-tranche strategizing, besides providing empirical insights into how these practices are conducted in the municipal context. The case of Digi Rogaland does reinforce the identified need to explore mechanisms for bridging network and organizational strategizing (de Gooyert et al., 2019). Difficulties in enacting the strategic direction agreed upon in the network tranche can in no small measure be attributed to a lack of strategizing in the interplay tranche, in that little happened. Thus, when engaging in interorganizational strategizing with the intention of enacting a common strategy, efforts should be invested in this tranche as well, not just within the network.

7.2 Empirical implications

The empirical ramification from this thesis is the recommendation for municipal executives to shift the mindset on strategy to conform with the SAP perspective (Golsorkhi et al., 2015; Jarzabkowski et al., 2016; Reckwitz, 2002; Whittington, 1996) of strategy being more than a ‘document’. As illustrated by the model of Weiser et al. (2020) and identified practices of Friesl et al. (2020), a realized strategy will encompass numerous activities, such as structure and process matching,

but also social practices, discourse, coordination, adaptation, and especially feedback and adjustment. Strategy should be viewed as something that is constantly evolving and in need of adaptation, not as a static plan that is (to be) implemented.

An extension of this mindset is to adopt the practices advocated by open strategy by including a larger number of stakeholders in strategic work. As illustrated by the underlying empirical case, strategy work in the municipal sector is reserved for executives, while practical enactment is left to employees who have not participated in the conceptualization phase. Inviting front-line employees should, according to open strategy (Seidl et al., 2019), help make this phase more efficient, leading to a realized strategy more in line with the one conceptualized. This would go a long way towards mitigating vertical challenges in governance networks.

In an effort to further bridge network and municipal strategizing, attention should be paid to the interplay tranche as well, with the strategizing efforts that occur here likely being a crucial factor in enacting an intermunicipal strategy.

7.3 *Limitations and future research*

A limitation of this study is that it was conducted on a single network in its initial stages, and for a limited amount of time. Further, as practicalities prevented the inclusion of additional municipalities, there are uncertainties whether consequential activities could be identified in any of the other participating municipalities. In addition, the recommendations are based on theory, not on empirically observed cases as open strategy practices have yet to reach governance networks, at least the one studied in this case.

Empirical observations of strategy work performed were in accordance with strategic planning and strategic management practices. Therefore,

it would be interesting to explore an empirical case where the principles of SAP and open strategy are used in practice in public organizations to determine if these are suitable solutions to vertical challenges that have been identified in governance networks.

Further topics to explore are inclusion and transparency practices in public organizations using open strategy, such as how stakeholders are selected for participation, what the quality of the strategic conversation is, whether decision-making power is transferred, how information is communicated, how strategy is legitimized for those not participating, and what the bridging mechanisms in the interplay tranche are. Coming full circle to the initial assumption that little has been written on strategic work in this context, this thesis provides an initial exposition. However, to fully understand the subtleties and nuances of the strategic work conducted in governance networks, further research on the topic is welcome.

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Appendices

Appendix 1 – Article 1

Rewrite and resubmit at *Public Management Review*.

This article is not included in Brage due to being in submission.

Appendix 2 – Article 2

Accepted for publication at *Norsk statsvitenskapelig tidsskrift*.

Legitimitetskløft i kommunale styringsnettverk: Variasjoner i intern legitimitet mellom strategisk og operativt nivå

Et virkemiddel for norske kommuner i arbeidet med digitalisering av offentlig sektor er å samarbeide i form av et styringsnettverk. For å unngå at slike nettverk blir mer enn ren symbolikk, er det nødvendig med tilstrekkelig legitimitet for å gi kraft til beslutninger og implementering. Styringsnettverkslitteraturen har i hovedsak fokusert på demokratisk legitimitet, der ansatte i nettverks- og deltakerkommunene vies lite oppmerksomhet. Denne artikkelen avdekker en legitimitetskløft mellom ulike organisatoriske nivåer i et styringsnettverk opprettet for å bistå deltakerkommunene i sitt digitaliseringsarbeid. Involverte aktører på strategisk nivå oppfatter styringsnettverket som nødvendig for å lykkes med digitalisering, mens operativt nivå i de enkelte kommuner i liten grad ser nytteverdier med den konsekvens at de ikke forholder seg til nettverket. For å forstå de ulike oppfatningene anvendes litteratur på både demokratisk- og organisatorisk legitimitet på en utforskende casestudie av et styringsnettverk. Kombinasjonen av perspektivene bidrar til å forklare legitimitetsgrunnlaget til ulike aktører som aktiveres i et styringsnettverk i etableringsfasen. Artikkelen bidrar til teori ved å synliggjøre at også organisatorisk legitimitet bør være et fokusområde ved etableringen av styringsnettverk for å skape legitimitet hos ansatte som skal ivareta nettverkets formål i praksis.

Nøkkelord: demokratisk legitimitet; organisatorisk legitimitet; styringsnettverk; digitalisering

Hans Erik Haugvaldstad og Ann-Karin Tennås Holmen

Introduksjon

Denne artikkelen undersøker interne legitimitetsprosesser ved etablering av styringsnettverk. Slike nettverk defineres som en arena der ulike, men

gjensidig avhengige aktører arbeider for konsensus-orienterte beslutninger for å oppnå felles mål (Ansell & Gash, 2018; Røiseland & Vabo, 2016; Klijn & Edelenbos, 2013). Etablering og utvikling av styringsnettverk involvert i offentlige beslutningsprosesser forutsetter legitimitet, som påvirker oppfatninger av beslutningsmyndighet, prosesser og de tiltak som iverksettes. Litteraturen om styringsnettverk fremhever organiseringen som et nyttig verktøy for grundige beslutningsprosesser, for å skape eierskap, effektivt utnytte ressurser og skape innovative løsninger. Samtidig er det en forutsetning at nettverkene blir administrert på en hensiktsmessig måte (Klijn & Edelenbos, 2013; Torfing, 2012); nettverkene må ha legitimitet blant deltakerne og organisatorisk kapasitet til å styre effektivt (Torfing, 2012; Hood, 1986). Når styringsnettverk er en undersøkelsesenhhet, fokuseres det gjerne på deltakende organisasjoner på strategisk nivå, og mindre på ansatte i de deltakende organisasjonene som representerer et operativt nivå. De ansatte deltar ikke direkte i beslutninger som tas i nettverkene, men er ofte ansvarlig for å sette nettverkets formål ut i praksis. Det er få bidrag som undersøker hvordan ansatte oppfatter de beslutninger som tas av styringsnettverket og iverksetting av disse. Det er også manglende forskning på om ansattes oppfatninger av styringsnettverket gjenspeiler oppfatninger på et strategisk nivå. Dette artikkelen vil bidra til økt innsikt i oppfatninger på *ulike nivåer*, og hvordan dette påvirker styringsnettverkets legitimitet.

Legitimitet omfatter rettferdighet, korrekthet og rettmessighet i maktrelasjoner og kan betraktes som betingelse for effektive institusjoner. Legitimitet kan innebære en aksept av beslutningsmakten selv, prosedyrene for beslutningstaking, eller hva som faktisk besluttes (Schaft, 1999). For offentlig sektor er opprettholdelse av legitime beslutningsprosesser et mål i seg selv for å opprettholde demokratiske hensikter om lydhørhet og ansvarlighet (Mosley & Wong, 2020; Klijn & Koppenjan, 2016). Deltakelse i styringsnettverk er ofte frivillig (Eriksson et al., 2020), og innebærer et ekstra nivå med administrasjon

(Zyzak & Jacobsen, 2020). Det er derfor viktig at deltakelse anses nødvendig (Eriksson et al., 2020; Koliba et al., 2017). *Demokratisk legitimitet* er på denne måten helt avgjørende for at styringsnettverk er bærekraftig over tid og leverer resultater som et følge av samarbeidet (Sørensen & Torfing, 2016; Esmark, 2007). Demokratisk legitimitet innebærer politisk ansvarliggjøring, muligheter for innsikt og deltakelse, samt forhandlinger (Klijn & Edelenbos, 2013). Den europeiske litteraturen om styringsnettverkens legitimitet har dekket sentrale problemstillinger som demokratiske utfordringer og potensialer (Sørensen & Torfing, 2016; Klijn & Edelenbos, 2013), legitimitet for effektive løsninger og spørsmål om inklusjon og representasjon av ulike aktører (Bryson et al., 2015; Klijn & Edelenbos, 2013; Provan & Kenis, 2008). Problemstillinger rundt transparens og åpenhet har også vært sentrale for styringsnettverkets omgivelser og forankring i eierorganisasjonen (Strebel et al., 2019; Holmen, 2013). Hvordan de ansatte i de deltakende organisasjoner oppfatter styringsnettverket har imidlertid ikke vært et tema, ei heller om det er sammenheng mellom legitimitetsoppfatning på overordnet strategisk nivå (mellom de deltakende organisasjoner) og det operative nivå (de ansatte i de deltakende organisasjoner). Organisasjonslitteraturen derimot har bidratt med innsikt i *organisatorisk legitimitet* som omfatter medlemmenes normative validering av organisasjonens strategi. Slik intern legitimitet avhenger av ansattes praksis og deres møte med logikken som ledelsen promoterer gjennom sin strategi (Drori & Honig, 2013). *Hensikten med denne artikkelen er å utforske hvordan intern legitimitet utvikles og undersøke variasjoner av legitimitet mellom ulike organisatoriske nivåer; det overordnede strategiske nivå, og ansatte som arbeider med tjenester og implementering av løsninger.*

Denne artikkelen omhandler en studie av innledende faser i styringsnettverket Digi Rogaland hvor 23 kommuner samarbeider om digitalisering. Målet med styringsnettverket er å tilrettelegge for mer koordinerte beslutninger og iverksetting av digitale løsninger i

kommunenes tjenester. Ansatte på det operative nivå i medlemskommunene berøres direkte. Datamaterialet viser store variasjoner i oppfatning av styringsnettverkets nytteverdi og avslører en *legitimitetskløft* mellom strategisk og operativt nivå. Perspektivene på demokratisk- og organisatorisk legitimitet bidrar til å forklare denne legitimitetskløften.

Artikkelen er strukturert som følger: Først blir det gitt en gjennomgang av legitimitet og hvordan konseptet har vært diskutert i litteraturen om styringsnettverk. Videre beskrives konteksten og den metodiske fremgangsmåten, før funnene fra studien presenteres. Deretter analyseres de ulike typene av legitimitet gjennom nettverkets struktur og prosesser, og hvordan disse kan ha påvirket oppfatningen av nettverkets legitimitet og nytteverdi. Artikkelen konkluderer med en diskusjon av teoretiske og empiriske implikasjoner samt begrensninger med studien.

Legitimitet i styringsnettverk

Intern legitimitet

Legitimitet har lenge vært ansett som den mest sentrale funksjonen og forutsetningen for effektive styringsnettverk. Styringsnettverkene har i stor grad blitt vurdert ut fra termen *ekstern legitimitet*, altså hvordan omgivelsene oppfatter denne nye institusjonen, og om den når opp til kulturelle og normative forventninger (Zimmerman & Zeitz, 2002; DiMaggio & Powell, 1983). Ideen om at legitimitet innebærer ulike komponenter i styringsnettverk ble først fremhevet av Human & Provan (2000). Legitimitet til (ekstern legitimitet) og legitimitet i (intern legitimitet) styringsnettverk ble fremhevet som et viktig skille. Denne artikkelen legger til grunn *intern legitimitet* i tråd med Mosley & Wong (2020) som innlemmer det prosedurale og kognitive elementet i forståelsen. Kognitivt ved at styringsnettverket oppfattes troverdig, pålitelig og effektivt, og proseduralt ved at prosedyrer rundt transparens og muligheter for innflytelse i beslutningsprosesser er forutsigbare. Studien til Human og Provan (2000) viste betydningen av å bygge intern

legitimitet for å oppnå effektive og bærekraftige nettverk. Hvis deltakerne i et nettverk ikke anser samarbeid med andre organisasjoner som en reell tilnærming til problemet, er det lite sannsynlig at de vil forplikte seg tilstrekkelig, med den konsekvens at nettverket blir mer symbolsk enn et reelt hjelpemiddel (Provan & Kenis, 2008). En sentral forutsetning for nettverket selv og den strategiske retningen som velges, er at det oppfattes legitimt av de involverte aktørene. Kun på denne måten vil aktørene anse det hensiktsmessig med deltakelse og forholde seg lojalt til de valg som tas (Schmelzle, 2012; Börzel & Panke, 2007).

Den kognitive og prosedurale definisjonen som ligger til grunn for intern legitimitet gjør at perspektivene på demokratisk legitimitet og organisatorisk legitimitet i kombinasjon er nyttige for å forstå aktørers vurdering og oppfattelse av styringsnettverket. Siden studien fokuserer på intern legitimitet i ulike nivåer, det strategiske nivået hvor deltakerorganisasjonene er representert, og det operative nivået hvor de ansatte berøres av og skal iverksette beslutninger tatt av styringsnettverkets ledelse, bidrar demokratisk og organisatorisk legitimitet til horisontal og vertikal forklaring. Demokratisk legitimitet bidrar til å forstå legitimitet horisontalt mellom kommunene og deltakerne på nettverksnivå. Organisatorisk legitimitet skaper vertikal forståelse av hvordan nettverket oppfattes blant ansatte som ikke deltar direkte i nettverkets strategiske prosesser, men som allikevel skal iverksette nettverkets formål.

Demokratisk legitimitet

Demokratisk legitimitet omhandler rettferdiggjørelse for nettverkets eksistens og legitimiteten blant organisasjonene som deltar. Gjensidig avhengighet, forhandlinger og felles målsetninger for å skape offentlig verdi ligger til grunn for styringsnettverkets virke med et horisontalt styrings- og beslutningsprinsipp (Røiseland & Vabo, 2016). Demokratisk legitimitet blir vurdert ut fra de tre legitimitetsprinsipper *input-*, *throughput-* og *output legitimitet* (Mosley & Wong, 2020;

Schmidt, 2012; Papadopoulos & Warin, 2007; Scharpf, 1999). Litteraturen om input-legitimitet i styringsnettverk er opptatt av representasjon og forholdet mellom de styrende og mellom de styrende og de styrte. Mosley & Wong (2020), basert på Bryson et al. (2015), Emerson & Nabatchi (2015), Provan & Kenis (2008) og Human & Provan (2000), retter bl.a. fokuset på hvordan deltakende aktører selv oppfatter legitimiteten til nettverket ved å benytte de samme legitimitetsprinsippene. Dette gjøres ved å vise hvordan nettverkskarakteristikker påvirker intern legitimitet, og da spesielt input- og throughput-legitimitet. Intern input-legitimitet refererer til graden av åpenhet og deltakernes tilgang til og mulighet for myndiggjøring i beslutningsprosesser (Mosley & Wong, 2020). Strukturelle karakteristikker ved nettverket omhandler stabilitet, rammer for forutsigbar og representativ deltakelse, samt størrelsen på nettverket. Størrelsen på nettverket avgjør hvor lett det er å koordinere aktiviteter som det blir besluttet å gjennomføre. Nettverkskarakteristikker som roller, ansvarsfordeling og ledelse påvirker handlinger og dynamikk, som hvordan beslutningsprosesser og transparens håndteres. I mindre grad problematiseres rammer for beslutningsprosesser og representasjon mellom ulike organisatoriske nivåer som berøres.

Prosess-karakteristikker, som hvordan deltakerne samhandler og forholder seg til hverandre ved å skape tillit og en felles forståelse for problemer og løsninger, er også sentrale mekanismer som påvirker legitimitet. Throughput-legitimitet har tatt for seg prosessene som foregår mellom input- og output-legitimitet, som kvaliteten og gjennomsiktigheten i prosessen frem til beslutninger (Mosley & Wong, 2020; Schmidt, 2012). Forhandlinger har en sentral plass, i tillegg til kunnskapssøk som gjør beslutningstakere i stand til å ta riktige og bærekraftige beslutninger (Klijn & Edelenbos, 2013). I en kommune vil samspillet mellom politikk, administrasjon og tjenesteledd være avgjørende for at beslutninger som tas treffer det reelle behovet som de ansatte opplever i møtet med brukere og innbyggere i tjenesteutøvelsen.

Output-legitimitet vektlegger hva som kommer ut av styringsnettverkets virke og at resultater adresserer målsetningen. Nytteverdien til nettverk vurderes derfor ut fra merverdi i form av mer effektiv ressursutnyttelse, og opp mot ulike aktørers forventninger. Forventninger henger sammen med god forståelse av styringsnettverkets formål, samt hvorvidt det bidrar til nye og samtidig realistiske løsninger. Løsningene fremforhandles i fellesskap og implementeres basert på koordinering (Sørensen & Torfing, 2009). Når flere aktører samarbeider er effektiv implementering underlagt vurderinger og oppfatninger som nettverkene selv har liten kontroll over (Kenis & Provan, 2009), og vil være avhengig av et mangfold av strukturelle, funksjonelle og kontekstuelle faktorer (Turrini et al., 2010).

Intern legitimitet omfatter den kognitive forståelsen og opplevelsen som medlemmene har av styringsnettverkets nytteverdi. Hvorvidt medlemmene oppfatter arbeidet som hensiktsmessig vil være en sentral forutsetning for lojalitet til valg som tas (Schmelzle, 2012; Börzel & Panke, 2007). Styringsnettverkets strategiske valg som videre leder frem til implementering gir forventninger blant nettverksdeltakerne på ulike nivå. Etablering av styringsnettverk på tvers av kommuner gir en forventning om at dette skal bidra med en merverdi i forhold til det kommunene selv kan produsere. Den enkelte kommune og de ansatte vil derfor ha en interesse og en forventning om at beslutninger tatt på et strategisk nivå skal medføre endring i praksis, samt tilgang til andre ressurser og resultater enn det de selv produserer (Drori & Honig, 2013). Gjennomføringsevnen vil på denne måten avhenge av ansattes aksept for de strategiske prioriteringer og prosesser som styringsnivået legger opp til (Sandström et al., 2014).

Organisatorisk legitimitet

Litteraturen rundt demokratisk legitimitet har som tidligere nevnt i liten grad vært opptatt av de ansatte i nettverksorganisasjonene eller i deltakerorganisasjonene. De ansatte deltar ikke direkte i nettverkets

strategiske beslutningsprosesser, men er likevel ansvarlige for å iverksette faktiske tiltak som styringsnettverket beslutter. I denne artikkelen blir ansatte betraktet som delaktige i en flernivå-kontekst. Legitimitet er i denne sammenheng en vurdering av de strukturer og praksiser som benyttes av en organisasjon (Suddaby et al., 2016). Disse vurderingene gjøres på individnivå, men kumuleres for å skape legitimitet som kan påvirke alle nivåer; legitimiteten er dynamisk og under konstant vurdering av målgruppen (Drori & Honig, 2013). Litteraturen rundt organisatorisk legitimitet er opptatt av ansatte i organisasjoner, og ‘den oppfattede hensiktsmessigheten til en organisasjon til et sosialt system når det gjelder regler, verdier, normer og definisjoner’ (Deephouse et al., 2017, s. 32). Suchman (1995) har konseptualisert og systematisert denne typen legitimitet i tre kategorier: *pragmatisk, moralsk og kognitiv*.

Pragmatisk legitimitet referer til egeninteresser og oppfattelse av reell nytteverdi for det som er en organisasjons målgruppe. En slik målgruppe kan være både ekstern og intern. I denne sammenheng er målgruppen ansatte i de respektive kommunene som skal operasjonalisere de strategiske beslutningene som blir tatt på nettverksnivå. De ansatte må oppfatte av at styringsnettverket har en nytteverdi for at det skal ha pragmatisk legitimitet. Ifølge Suchman (1995) skapes denne typen legitimitet enten a) ved at målgruppen gir sin støtte fordi verdi forventes i retur. Dette skjer når målgruppen blir inkludert i prosesser eller strukturer og at de opplever at deres interesser ivaretas, eller b) når målgruppen oppfatter at nettverket deler deres syn, mål og verdier (Suchman, 1995, s. 578).

Moralsk legitimitet innebærer en forventning om at en aktivitet er utført ‘korrekt’; nettverkets resultater, prosedyrer/prosesser og strukturer oppfattes som egnet til å ivareta nettverkets formål. En organisasjon oppnår moralsk legitimitet gjennom resultatene som skapes sammen med etiske hensyn. I situasjoner hvor det er vanskelig å måle et konkret sluttprodukt vil oppfatning av strukturer, prosedyrer og prosesser ha stor

betydning for moralsk legitimitet. I tillegg vil målgruppens oppfatninger av personer i nettverkets ledelse, og hvordan de oppfører seg ha betydning for moralsk legitimitet (Suchman, 1995).

Den siste overordnede kategorien av organisatorisk legitimitet er kognitiv legitimitet. Kognitiv legitimitet beveger seg noe bort fra legitimitet som en oppfatning som eksisterer hos en målgruppe, og referer mer til det som kan betegnes som aksept. Som et illustrerende eksempel vil en kommune trolig ha en høy grad av kognitiv legitimitet blant innbyggere og ansatte, selv om andre typer legitimitet kanskje ikke scorer like høyt. Dette forekommer ettersom en kommune er en veletablert og demokratisk forankret organisasjon som det er vanskelig å forestille seg alternativer til, og som dermed er en ‘akseptert’ organisasjon. Kognitiv legitimitet tar ifølge Suchman (1995) to ulike former. Den første innebærer at det foreligger en oppfatning om at fravær av en organisasjon vil innebære at de aktivitetene som utføres vil stoppe opp. Den andre er en oppfatning av at organisasjonens eksistens er en selvfølge. Kognitiv legitimitet vil være et sluttmaal for en organisasjon, og anses som den kraftigste formen for legitimitet som kan oppnås (Suchman, 1995).

Organisatorisk og demokratisk legitimitet kan bidra til å forklare variasjoner i hvordan aktører på ulike organisatoriske nivåer oppfatter og opplever styringsnettverket legitimitet. Perspektivene komplementerer hverandre og bidrar til økt innsikt i og forståelse av ulike legitimitetskilder for styringsnettverk. I det følgende presenteres metoden som ligger til grunn for studien, og hvordan de to perspektivene på legitimitet har blitt benyttet i analysen av datamaterialet.

Metode

Empirisk grunnlag: Digi Rogaland

Digitalisering har satt press på kommunene i deres arbeid med å effektivisere for å redusere ressursbruk og håndtering av tjenestebehov.

Digital agenda for Norge — IKT for en enklere hverdag og økt produktivitet og strategien Én digital offentlig sektor (Kommunal- og moderniseringsdepartementet, 2016) angir mål, prioriteringer og legger føringer for digitaliseringen av offentlig sektor. Nøyaktig hvordan norske kommuner skal gjennomføre digitalisering i praksis er det ikke noe klart og entydig svar på. En respons på regjeringens digitaliseringspolitikk er at kommunene organiserer seg i regionale digi-nettverk (KS, 2019). Disse skal sette rammene for digitaliseringsprosesser gjennom eksempelvis å tilrettelegge for mottak av nasjonale digitaliseringsprosjekter og koordinere utvikling av effektive løsninger mellom deltakerkommunene.

Datagrunnlaget for denne artikkelen er fra et forskningsprosjekt som utforsker hvordan norske kommuner arbeider strategisk med digitalisering, der etableringen av nettverk spiller en stor rolle. Analyseenheten i denne casestudien er ett av digi-nettverkene fulgt i en tidlig fase. Digi Rogaland ble etablert i 2018, formelt hjemlet i avtale. Nettverket hadde i datainnsamlingsperioden fra to til fire ansatte hospiterende hos Stavanger kommune, som i avtalen ble gitt ansvar for etablering av et sekretariat og en felles ressurspool. Nettverket finansieres med årlige tilskudd fra deltakerkommunene basert på et fast beløpt og kontingent per innbygger, samt nødvendig egeninnsats fra kommunene (Avtaledokument). I 2020 innebar denne finansieringsmodellen innbetaling av ca. 5.5 millioner kroner til nettverkets administrasjon (Budsjett, 2020). Ut over dette har nettverket mulighet til å søke relevante finansieringsordninger.

Samtlige kommuner i fylket deltar, og nettverket skal jobbe for at 'Folk i Rogaland har lik tilgang til offentlige tjenester' (Strategi, Digi Rogaland). Nettverkets rolle for å oppnå dette målet er å fungere som koordinator og mottaker av nasjonale og eventuelt lokale prosjekter, og tilrettelegge for at kommunene selv kan implementere løsningene. Ettersom det er et strategisk samarbeid mellom kommunene, anses nettverket som et styringsnettverk. Utvikling av felles løsninger kan

innebære at nettverket på et senere tidspunkt får karakteristikene til et produksjons-/ implementasjonsnettverk (Klijn, 2008).

Nettverket bestod i datainnsamlingsperioden av en styringsgruppe, en ressursgruppe, et sekretariat og ulike faggrupper. Styringsgruppens formål er å ivareta overordnede saker, vedta budsjetter, oppfølging og tildeling av midler, beslutte og følge opp prosjekter og annen fremdrift og leveranser. Ressursgruppen skal fungere som et koordinerende organ for å sikre realisering av samarbeidsavtalen, styrke interkommunal samhandling og fungere som overordnet faglig forankring som bidrar til felles gjennomføring (Mandat, ressursgruppe). Faggruppene på sin side skal ivareta de faglige områdene de er gitt ansvar for, som eksempelvis prosessforbedring, virksomhetsarkitektur og informasjonssikkerhet. Sekretariatet skal stå for daglig drift av nettverket, inklusiv utarbeidelse av budsjettforslag, koordinering og ivareta verktøy, rutiner mm. knyttet til prosjektgjennomføring (digirogaland.no).

Forskningsdesign og datainnsamling

Konseptet og praksisen med å organisere seg i styringsnettverk er ikke noe nytt for kommunene, men i kommunenes strategiske tilnærming til digitalisering er det mange ukjente faktorer. For å skape innsikt i- og forståelse av disse strategiske prosessene, var det hensiktsmessig med et utforskende design på en casestudie med en abduktiv tilnærming (Blaikie, 2009; Yin, 2003). Data ble samlet inn gjennom en periode på 12 måneder fra 11.2019 – 11.2020 hvor nettverket samt tre av de deltakende kommunene utgjorde enhetene. Datainnsamlingen var en kombinasjon av semi-strukturerte intervjuer, observasjoner og dokumenter. De tre ulike datakildene har sørget for triangulering, og bidrar til å øke validiteten til både data og analyse (Yin, 2003).

Intervjuer ble gjennomført med representanter fra nettverkets styringsgruppe, sekretariat og prosjektledere. Videre har kommunaldirektører i tre av de deltakende kommunene blitt intervjuet, sammen med ledere og andre medarbeidere som har jobbet med

digitalisering knyttet til nettverket. Totalt 26 personer ble intervjuet, der intervjuene hadde en varighet på mellom 25 til 70 minutter. Intervjuene hadde som mål å avdekke hvorfor styringsnettverket ble opprettet, hvordan det arbeides på strategisk nivå, hvem som er involverte, samt hvordan de respektive deltakerkommunene generelt arbeider med digitalisering og da spesielt deres forhold til nettverket.

Observasjoner ble gjennomført i de forskjellige nettverksorganene, der det mest fremtredende har vært styringsgruppen. Det har også blitt gjennomført observasjoner av utvalgte faggrupper, samt generelle strategisamlinger. Disse har blitt gjennomført både i fysisk og digitale forum, og har i de fleste tilfeller hatt en varighet på 30 til 120 minutter. Totalmengden data er oppsummert i tabell 1:

| Datakilde | Type | Mengde |
|---------------|--|-----------------|
| Intervjuer | Semi-strukturerte, med direktører, kommunale- og prosjektledere, samt frontlinje-ledere. | 26 respondenter |
| Observasjoner | Styringsgrupper, Ressursgruppe, fag- og andre prosjektgrupper, strategisamlinger mv. | ~55 timer |
| Dokumenter | Politiske, strategiske, rapporter, interne nettverksdokumenter, møtereferater, planer og andre prosjektdokumenter. | ~800 dokumenter |

TABELL 1: Datakilder, typer og mengder, samlet inn i perioden 11.2019 – 11.2020

Analyse av datamaterialet

I løpet av datainnsamlingen ble det klart at det eksisterte ulike oppfatninger av nettverkets nytteverdi avhengig av organisatorisk plassering. For å søke forståelse og forklaring på denne variasjonen, har rammeverkene for demokratisk og organisatorisk legitimitet blitt benyttet som utgangspunkt for analysen. Rammeverkene har blitt benyttet komplementært: De interne forholdene ved demokratisk

legitimitet skaper forståelse for hvordan legitimitet oppstår horisontalt mellom kommuner og aktørene som er representert i de strategiske prosesser. Ansatte som ikke er direkte involvert i strategiske prosesser, antas å ha andre kriterier for hva som oppfattes legitimt. Perspektivet på organisatorisk legitimitet bidrar derfor til økt innsikt og forståelse av hvordan legitimitet oppstår vertikalt hos ansatte som er begrenset eller indirekte involvert.

Hovedfunn og analyse

Det overordnede og innledende funnet i denne studien er at det foreligger stor variasjon i hvordan aktører på ulike nivåer oppfatter styringsnettverkets nytteverdi; referert til som en *legitimitetskløft*. Legitimitetskløften illustrerer skillet i oppfatninger som ble identifisert hos respondenter som deltar direkte i nettverket koplet til det strategiske nivå, i motsetning til respondenter på et mer operativt nivå som er mer indirekte involvert. For å illustrere legitimitetskløften er følgende utsagn beskrivende for de ulike oppfatningene. Første utsagn representerer strategisk nivå:

Det er en erkjennelse for flere og flere at de ikke klarer å stå alene. At ting nå går så fort at de klarer ikke å verken ha kompetanse på det (...) det er ikke økonomisk effektivt (...) å gjøre tingene alene (...). (Sekretariatsmedlem)

Det følgende sitatet representerer et operativt nivå:

Men personlig så opplever jeg (...) at det går for treigt. Det blir veldig offisielt det som skjer der, og derfor i og med at det er så mange som skal samarbeide (...) Det tar for lang tid. (...) [sukker] Når det er klart til å gjøres noe (...) så opplever jeg at da er vi ferdige (...). (IKT-rådgiver)

Innledende analyser viste en gjennomgående trend som er illustrert av disse to sitateksemplene, hvor kommunale ledere som er involvert på strategisk nivå i mye høyere grad ser nytteverdier, mens ansatte som arbeider med implementering i liten grad forholder seg til nettverket. Tvert imot oppfattes nettverket i noen tilfeller som et hinder for

implementering av digitaliseringsprosjekter. I juni 2020 ble det på et kommunedirektørmøte gjennomført en evaluering av samarbeidet der det ble fremhevet at ‘... av og til føles det som at Digi Rogaland skal hjelpe kommuner som ikke vil ha hjelp med et mandat vi ikke har ...’ (PPT, Digi Rogaland status, 20 juni). Utfordringer som lav digital kompetanse, manglende felles standarder og krav, stor leverandørmakt, ulike digitale løsninger, manglende evne og vilje, utfordrende finansiering og vanskelige anbudsprosesser ble identifisert som årsaker til at samarbeidet ikke hadde fungert som forventet (*Ibid*). Dette evalueringsmøtet resulterte i at det ble satt i gang en ny strategiprosess høsten 2020. Dette for å klarere definere hva Digi Rogaland skal være, og hvordan nettverket skal hjelpe kommunene.

I forbindelse med den reviderte strategiprosessen ble det uttalt at det var langt fra kommunedirektørnivå ned til operativt nivå, og at det var vanskelig å forankre nettverket i fagmiljøene (Feltnotat). Formålet om å hjelpe kommunene med implementering av digitaliseringsprosjekter oppfattes og oppleves svært forskjellig alt etter hvor det søkes svar i organisasjonshierarkiet. Disse innledende hovedfunnene danner grunnlaget for den videre analysen av legitimitet for å forklare variasjoner i oppfattelse av styringsnettverket. Funnene er kort oppsummert i Tabell 2 og vil utdypes i den videre analysen.

Appendix 2 – Article 2

| Demokratisk legitimitet | Organisatorisk legitimitet |
|--|---|
| <p><i>Input</i></p> <ul style="list-style-type: none"> ▪ Formelt fokus ved etablering i form av avtale, finansieringsmodell mv. ▪ Representasjonsmodell og likhetstankegang for deltakelse og forpliktelser. <p><i>Throughput</i></p> <ul style="list-style-type: none"> ▪ Bindeleddet (Ressursgruppen og faggruppene) mellom nettverk og kommuner har ikke fungert tilfredsstillende. ▪ Administrativ byrde som forsinker prosesser. ▪ Kommuner har selv vært ansvarlige for kommunikasjon, noe som i liten grad har blitt gjort. <p><i>Output</i></p> <ul style="list-style-type: none"> ▪ Uklart mandat og hva nettverket skal bidra med, og følgelig hva output skal være. | <p><i>Pragmatisk</i></p> <ul style="list-style-type: none"> ▪ Det er ikke synliggjort vertikalt i deltakerorganisasjonene hva nettverkets nytteverdi skal være på operativt nivå. Dette peker tilbake på uklart mandat. ▪ Nettverket oppleves av noen som hinder pga. lange beslutningsprosesser (throughput). <p><i>Moralisk</i></p> <ul style="list-style-type: none"> ▪ Egne agendaer i de enkelte kommunene på hva som skal/bør gjøres, som ikke nødvendigvis samsvarer med nettverkets beslutninger. ▪ Operativt nivå deltar i liten grad og/eller er dårlig orientert om nettverket og beslutningsprosesser. <p><i>Kognitiv</i></p> <ul style="list-style-type: none"> ▪ Nettverket konkurrerer med 'egen' kommune, som trolig oppfattes mer legitim. ▪ Nettverket blir et usikkerhetsmoment med tanke på beslutningsprosesser. |

TABELL 2: Funn oppsummert

Demokratisk legitimitet: forutsigbar struktur, men uklar prosess og målbilde

Ved etableringen av Digi Rogaland var det viktig å ha en forutsigbar struktur rundt nettverket, noe som direkte relateres til utvikling av *input-legitimitet*. I et forprosjekt for å utrede muligheten for et interkommunalt samarbeid ble det utarbeidet en formell avtale. Denne ble fremlagt for signering 13. desember 2018 på et møte der 'fylkesmannen, ordførere, rådmenn og KS Rogaland' (Saksdokumenter, 16.10.18) var til stede. Avtalen angir aspekter som ansvarsområder, finansieringsmodell og organisering (Avtaledokument). Juridiske avtaler med klare forpliktelser bidrar til å skape trygghet og forutsigbarhet for medlemskommunene.

Avtaler er et viktig element for å oppnå demokratisk input legitimitet hvor deltakerne sikres muligheten til å påvirke og delta i beslutningsprosesser (Mosley & Wong, 2020; Schmidt, 2012; Papadopoulos & Warin, 2007). Styringsgruppen er satt sammen med en representasjonsmodell bestående av åtte deltakere som representerer sine geografiske regioner i Rogaland. Ifølge avtalen skal det 'søkes konsensus i styringsgruppen om beslutninger. Dersom konsensus ikke nås, beslutter styringsgruppens leder' (Avtaledokument). I ressursgruppen har samtlige kommuner en representant, der deltakerne i hovedsak er digitaliserings- og IT-sjefer. Representasjonen og fokuset på å oppnå konsensus for å unngå at noen kommuner skal føle seg overkjørte og dermed trekke seg ut av samarbeidet, gjenspeiler muligheten for deltakelse i beslutningsprosesser. Måten nettverket er strukturert på blir av respondentene oppfattet å være en hensiktsmessig tilnærming: 'denne modellen (...) skulle vi ha startet på nytt igjen så tror jeg at det hadde blitt sånn cirka dette' (Kommunedirektør/styringsgruppemedlem).

Denne positive oppfatningen av nettverkets struktur gjenspeiles også av strategiprosessen som ble gjennomført i 2020; selve strukturen var i liten grad et diskusjonstema og tilbakemeldingene var ikke relatert til struktur. Eksisterende organer ble derfor værende, og den eneste strukturelle endringen var å opprette et arbeidsutvalg som et innstillende organ ovenfor styringsgruppen for å redusere behovet for tekniske/faglige diskusjoner, samt noen endringer og presiseringer av ressursgruppens mandat. Disse mindre endringene tilsier at nettverkets struktur, som faktor for input-legitimitet, anses uproblematisk på strategisk nivå, og ble heller ikke problematisert av respondentene på operativt nivå.

Faglig og prosessuell forankring, oppfattet som *throughput-legitimitet*, basert på mandater skal sikres gjennom faggruppene. Faggruppene skal fungere som et bindeledd mellom de respektive kommunene og nettverket, og det er ressursgruppen som har det overordnede ansvaret. Et sentralt tema i den reviderte strategiprosessen var imidlertid at ressursgruppen ikke hadde fungert optimalt. Kritikken handlet om at

nettverkets bindeledds-struktur fungerte sub-optimalt, noe som påvirker oppfatningen av nettverkets prosesser og throughput-legitimitet. Ressursgruppen representerer en likhets- og rettferdighetstankegang som innebærer at alle skal være med og ha sine representanter inn i nettverket. Denne tanken blir imidlertid et tveegget sverd hvor nettverkets størrelse kan gå på bekostning av fremgang. Det er et høyt antall autonome organisasjoner som skal bli enige, noe som er krevende på et teknologitungt område som digitalisering.

Faggruppene er arenaen for mulig påvirkning av prosesser mellom de operative og de strategiske nivåene. Arbeidet i faggruppene kom sent i gang og tilbakemeldingene til den reviderte strategiprosessen var at enkelte av faggruppene opplevde mandatet som uklart (Feltnotat). Utsagnet under illustrerer dette:

Det som er viktigst for meg å få fram i [nettverket], det er at vi får fagfolk som har de reelle behovene til å samarbeide. Altså, det nytter ikke at vi som teknologer eller digitaliserings- eller IT-sjefer (...) sitter og tenker og kommer opp med løsninger på vegne av (...) det er jo ikke tverrgående kompetanse. Så min hovedkjeppest det er jo å få fagmiljøet til å samarbeide. (Digitaliseringssjef)

Throughput-legitimitet utfordres også ved at nettverket ikke hadde en klar kommunikasjonsstrategi, noe som blant annet innebar at det var opp til deltakerkommunene selv å videreinformere hva nettverket bidro med nedover i egen organisasjon. Nettverket har en egen hjemmeside som informerer om prosjekter, legger ut saksdokumenter mv., men en slik kanal må aktivt søkes opp av de som er interessert i denne informasjonen. Flere digitaliseringsrådgivere uttrykket at de i liten grad forholdt seg til nettverket blant annet på grunn av at: ‘her i kommunen fungerer det veldig dårlig for vi får aldri høre noe om hva som skjer der fra [kommunens representant i nettverket] (Digitaliseringsrådgiver). ‘Altså, [digitaliseringssjefen] sitter jo ved siden av meg; jeg vet fryktelig lite om hva vi holder på med i Digi Rogaland. (...) Eh, og derfor er jeg ikke så superpositiv til det [ler]’. (Digitaliseringsrådgiver). Dette var også en del

av diskusjonen i den reviderte strategiprosessen hvor noen kommunedirektører kommenterte at det var langt ned til fagmiljøene, samt at det i noen tilfeller var nøkkelpersoner som omtrent ikke kjente til nettverkets eksistens (Feltnotat). Dette vitner om utfordringer i informasjonsflyt og transparens mellom de ulike organisatoriske nivåene i de innledende fasene av nettverksetableringen, noe som påvirker nettverkets throughput-legitimitet på en negativ måte.

Hva nettverket skal bidra med og oppfattet nytteverdi forstås som *output-legitimitet*. Output-legitimitet ses opp mot nettverkets mandat på hva som skal leveres, forventninger og forventningsavklaringer, hva som faktisk blir levert og hvordan dette kommuniseres utad. I nettverkets innledende fase var det uklarheter rundt nettverkets rolle, forventninger og hva det skulle bidra med. Nettverkets mandat er nedfelt i den politisk signerte avtalen og utdypet i strategien for nettverket. Både mandat og strategi kan imidlertid sies å være overordnet og generelt utformet, noe som har skapt usikkerhet om hva nettverket faktisk skal bidra med i praksis. For å illustrere utfordringene fortalte en kommunedirektør om ansatte på operativt nivå som aktivt lette etter begrunnelser for å trekke seg ut av samarbeidet siden de ikke så nytteverdien (Feltnotat). Deltakerne i denne strategiprosessen har i hovedsak vært kommunedirektørene, og ved noen anledninger andre direktører/digitaliseringssjefer. De som har deltatt i disse prosessene vurderer nettverket til å ha en langt større nytteverdi, sammenlignet med de som er plassert på lavere organisatoriske nivåer som ikke har vært delaktige i prosessene. Et resultat av revideringsprosessen var en presisering av nettverkets prioriteringer av prosjekter. Nasjonale prosjekter blir gitt A-prioritet, mens regionale- og lokale prosjekter nedprioriteres. Presiseringen av prioriteringer samt tydeligere oppgaver til ressursgruppen har bidratt til mer klarhet av hva og hvordan nettverket skal bidra inn mot deltakerkommunene.

Organisatorisk legitimitet: et styringsnettverk til nytte og verdi for de operative i kommunene?

Organisatorisk legitimitet som beskrevet av Suchman (1995), kan betraktes som svært begrenset i de innledende fasene av styringsnettverkets etablering. Datamaterialet avdekker at det strategiske arbeidet i all hovedsak ble utført av kommunedirektører. Videre hadde det strategiske nivået ingen klare strategier for å styrke *pragmatisk legitimitet* (opplevelse av reell nytteverdi) ovenfor ansatte i deltakerkommunene. På spørsmål om det er noen konkrete tiltak for å bygge tillit, svarer et sekretariatsmedlem: ‘ikke annet enn at vi prøver å levere (...) på det praktiske (...) så jeg tenker tillit bygger du når, (...) du faktisk gjør det du sier (...) det vi ønsker er faktisk å hjelpe kommunene å lykkes’ (Sekretariatsmedlem). Legitimitets- og tillitsbygging fremstår på et overordnet horisontalt nivå mellom deltakerkommunene, men ikke vertikalt for å styrke interaksjon med det operative nivå.

Ansatte på operativt nivå formidler at de har utfordringer med å se hvilken nytteverdi nettverket har for deres arbeidshverdag, og hva det skal bidra med i praksis, som illustrert av utsagnet:

(...) for nå er det vært, sånn som vi ser det, nesten bare planlegging og (...) Det er vel sånn, (...) gutteklubben grei som (...) sitter og snakker om ting man skulle ha gjort og hvor viktig det er med digitalisering. Det er sånn, det inntrykket jeg sitter med da, for det er ikke noe konkret som kommer ut av det. (Digitaliseringsrådgiver)

Oppfatningen av nettverkets pragmatiske legitimitet vises i evalueringen og den reviderte strategiprosessen der et gjennomgående tema var uklarheter rundt nettverkets rolle, hva det skulle bidra med og hvordan. Følgende sitat illustrerer den opplevde uklarheten:

Ullent mandat. Fryktelig ullent mandat tror jeg. Digi Rogaland ... helt ærlig, jeg har fulgt med Digi Rogaland siden jeg var i privat sektor og over nå på innsiden. Jeg skjønner fremdeles ikke hva Digi Rogaland er, eller har tenkt til

å gjøre. Så sånn sett så tenker jeg liksom at mandatet er for ullent, og så starter de feil sted (Digitaliseringsrådgiver)

En tung administrasjon og mange medlemsorganisasjoner som skal bli enige, påvirker oppfattelsen av nettverkets pragmatiske legitimitet. Dersom nettverket oppleves som et hinder eller uten nytteverdi, er det en logisk konsekvens at ansatte på operativt nivå i liten grad kan eller ønsker å forholde seg til det.

Moralsk legitimitet omhandler hvorledes organisasjonens strukturer og prosesser vurderes som adekvate av målgruppen det skal skapes legitimitet ovenfor. Nettverkets ledelse vil være avhengig av legitimitet på strategisk og operativt nivå, noe som varierer. Sitatet nedenfor er fra en digitaliseringssjef som i utgangspunktet var positiv til nettverket og som ble utfordret på hvorfor det viste seg vanskelig å få nettverkets formål ut i praksis:

(...) en grunn tror jeg er at [kommunene] har egen agenda. De vil faktisk ikke. De vil ha det på sitt vis, ikke sant (...) De kan være uenige i løsningen som sådan (...) for det at skal du være med på fellesløsninger, så må du gi avkall på en del ting ofte (...) Det kan være noe sånt, for jeg skjønner ikke. Det har vært så veldig halleluja nesten stemning, og så når det kommer til stykket, så backer de ut. (Digitaliseringssjef)

Dette utsagnet, sammen med fortellingen fra kommunedirektøren om ansatte som søkte etter begrunnelser for å tre ut av nettverket, er illustrative for at ansatte på operativt nivå ikke oppfatter strukturer og prosesser som moralsk legitime. Ved etablering var oppmerksomheten rettet mot å bygge strukturer og prosesser som tilrettelegger for samhandling på nettverk- og ledelsesnivå, men det fantes ingen klar plan for å involvere og lytte til ansatte som arbeider operativt med digitalisering i kommunene. Dette er trolig en av årsakene til at ansatte på operativt nivå opplever at nettverket ikke er spesielt relevant for jobben de utfører, og at de dermed er likegyldige eller i enkelte tilfeller motstandere til nye strukturer. De operativt ansatte har i liten grad et forhold til nettverkets strukturer og beslutningsprosesser, og er mer

opptatt av utvikling av konkrete løsninger av tjenestene. Dette utfordrer den moralske legitimiteten til nettverket.

Den kognitive legitimiteten til nettverket kan identifiseres på strategisk nivå siden det anses nødvendig å samarbeide om digitalisering, og at et styringsnettverk utgjør en hensiktsmessig måte å organisere et slikt samarbeid på. Denne tankegangen er gjennomgående på strategisk nivå. Det er også av enkelte respondenter uttrykt en ‘frykt’ for å bli stående utenfor og være for liten til å håndtere denne prosessen selv. Det å organisere digitaliseringsarbeidet gjennom et styringsnettverk fremstår som en naturlig tilnærming hos dem som har deltatt i etableringen. Kommunedirektørene i regionen arrangerer halvårlige samlinger, og som ble brukt ‘aktivt til å forankre at dette, det er viktig’ (Kommunedirektør/styringsgruppemedlem).

En tilsvarende tankegang kan ikke identifiseres på operativt nivå. Ettersom den generelle oppfatningen på det operative nivået ser ut til å være at kommunene selv klarer digitaliseringsjobben, vil kognitiv legitimitet være knyttet til de respektive kommunene, ikke nettverket. Operativt nivå utfører de daglige arbeidsoppgavene innenfor en organisasjon (sin egen kommune) som oppfattes som legitim, hvor det blir vanskelig å se nytteverdien av et nettverk som bidrar til å komplisere hverdagen:

Så opplevde jeg jo at Digi Rogaland skapte fryktelig usikkerhet for min egen del (...) [Det] kommer masse innspill og ønsker (...) Og så hadde vi da en digitaliseringsenhet, og så har du IT og så har du Digi Rogaland (...) hvem er det egentlig ting skal innom og hvem beslutter? Det hadde vi ikke noen struktur på (...). (Digitaliseringsrådgiver)

For de ansatte er Digi Rogaland ikke en forutsetning for å løse digitaliseringsoppgavene i kommunene. Det bidrar til usikkerhet og uklarhet i tillegg til lav nytteverdi og har derfor lav grad av aksept (kognitive legitimitet).

Legitimitetskløft mellom ulike organisatoriske nivå

Analysen belyser de prioriteringene og utfordringene som har manifestert seg i de innledende fasene av etableringen av et styringsnettverk. Deltakelse i styringsnettverk er betinget av at deltakerorganisasjonene anser dette som nødvendig (Eriksson et al., 2020; Koliba et al., 2017), noe som gjenspeiles i oppfatning av legitimitet. Analysen viser at det eksisterer ulike oppfatninger av Digi Rogalands legitimitet på organisatoriske nivåer. Aktørene på strategisk nivå som har deltatt i etableringsarbeidet, staket ut organisering og utviklet strategien ser i større grad nytteverdien av deltakelse i samarbeidet enn ansatte. Ansatte på operativt nivå i kommunene forholder seg ikke til nettverket og anser dette i liten grad som relevant for egen arbeidshverdag. Spørsmålet blir følgelig hvordan denne legitimitetskløften kan forklares.

Fra et legitimitetsperspektiv kan dette forklares med en sterk prioritering på å bygge input-legitimitet. Sentralt i etableringsfasen sto formalisering av samarbeidet, utvikling av organisasjon og demokratiske prosesser på overordnet strategisk beslutningsnivå. Ansatte på operativt nivå i deltakerorganisasjonen deltok ikke i dette arbeidet. Dette til tross for at styringsnettverkets målsetning var å bedre koordinering mellom kommunene på de operative nivåene og gjennom dette lære av hverandre og bedre forutsetninger for standardiserte og effektive digitaliseringsprosesser. De ansatte har dermed ikke hatt mulighet til å påvirke utforming ut fra opplevd behov og praktisk gjennomføring av nettverkets formål. Digi Rogalands strategi og visjon skapte en forventning om at det er ansatte på operativt nivå som vil være ansvarlig for å implementere digitale løsninger i praksis. Implementeringen skal utføres innenfor et eget system, dvs. innenfor egen kommune, da operativt nivå anses som en mer legitim organisasjon sammenlignet med det nyetablerte styringsnettverket. Denne kontrasten, sammen med uklarheten rundt hva nettverket skal bidra med for kommunalt ansatte

som ikke har inngående kjennskap til etableringsprosessen, har ført til ulike oppfatninger av nettverkets legitimitet.

Nettverkets overordnede hensikt er viktig for legitimitet, ettersom det eksisterer ulike typer interkommunale konstellasjoner (Klijn, 2008). I de tilfeller et nettverk etableres med hensikt å skape en diskusjonsarena og erfaringsutveksling for strategisk nivå vil organisatorisk legitimitet være av mindre betydning. I de tilfeller der operativt nivå i større grad involveres blir denne typen legitimitet mer fremtredende. Behovene til de ulike organisatoriske nivåene vil være forskjellige fra hverandre, til tross for at sluttmålet er det samme. Denne artikkelen viser at en kombinasjon av demokratisk legitimitet og organisatorisk legitimitet må etterstrebes for å bygge intern legitimitet i styringsnettverk. Dette krever imidlertid en bevisst tilnærming fra nettverket og de deltakende aktørene.

I tråd med Zyzak & Jacobsen (2020), bekrefter denne studien at struktur og forankring styrker et styringsnettverks input-legitimitet, men at det samtidig påfører deltakerorganisasjonene et ekstra administrasjonsledd som medfører ekstraarbeid og prosesser. Dette legitimitetsgrunnlaget kolliderer dermed med den pragmatiske legitimiteten ansatte opplever, der det vil være en forventning om at nettverket skal skape en praktisk nytte for dem og for tjenesteutøvelse. Når et styringsnettverk er etablert for å hjelpe deltakerkommunene med implementering av digitaliseringsprosjekter blir det spesielt viktig at ansatte på operativt nivå opplever nytteverdi. Når det i tillegg til et ekstra administrasjonsledd fremstår utydelig hva og hvordan nettverket egentlig skal levere (output-legitimitet), vil målgruppens (operativt ansatte) oppfatning av pragmatisk legitimitet påvirkes.

Analysen viser at Digi Rogaland har lyktes med de faktorene som skaper input-legitimitet, med å formalisere samarbeidet, finansieringsmodell og etablering av demokratiske prosesser på nettverksnivå, spesielt i styringsgruppen. Mekanismene som skal skape throughput-legitimitet eller en form for bindeledds-funksjoner, i hovedsak ressursgruppen og

faggruppene, har vært mer utfordrende. Det har vært uklarhet rundt mandater og hvordan disse bindeledds-funksjonene skal bidra. Resultatet er tilfeldig kommunikasjon i linje mellom nettverksnivå, mellomledernivå i kommunene og operativt nivå. Uklarhet i nøyaktig hva og hvordan nettverket skal levere skaper samtidig utfordringer for output-legitimitet. For målgruppen som ikke er direkte involvert i nettverket, vil denne uklarheten og manglende opplevelse av nytte redusere oppfatning av både pragmatisk og moralsk legitimitet. Når implementeringsoppgaver oppleves håndterbare innenfor egen organisasjon som man kjenner og som har kognitiv legitimitet, kan det ikke forventes at et overordnet nettverk oppfattes nødvendig av ansatte på operativt nivå.

Konklusjon

Denne artikkelen har utforsket hvordan intern legitimitet utvikles og funnet forklaringer på variasjoner i legitimitet mellom ulike organisatoriske nivåer; det overordnede strategiske nivå, og ansatte som arbeider med tjenester og implementering av løsninger. Analysen har identifisert en uheldig legitimitetskløft mellom ulike nivåer i et styringsnettverk. Veien ut av denne kløften er å anerkjenne at det finnes ulike kilder til legitimitet.

Nødvendigheten for intern legitimitet i styringsnettverk finner teoretisk støtte i perspektiver rundt demokratisk legitimitet. Tidligere studier av styringsnettverk har vært opptatt av legitimitet blant deltakeraktørene på strategisk nivå eller omgivelsenes oppfatning av styringsnettverket (Mosley & Wong, 2020; Røiseland & Vabo, 2016; Klijn & Edelenbos, 2013; Schmidt, 2012; Papadopoulos & Warin, 2007). Ved å utelukkende analysere styringsnettverks demokratiske legitimitet og kategoriene input-, throughput-, og output-legitimitet vil det fokuseres på aspekter som strukturer og systemer, prosesser, transparens (Mosley & Wong, 2020; Schmidt, 2012; Papadopoulos & Warin, 2007; Scharpf, 1999), beslutningsprosesser kommunene imellom (Klijn & Edelenbos, 2013;

Schmidt, 2012) eller resultater sett utenfra (Zimmerman & Zeitz, 2002; DiMaggio & Powell, 1983). Svakheten med denne tilnærmingen er imidlertid at den ikke fanger opp berørte i styringsnettverk på mer operative nivåer. Bidraget fra denne artikkelen er å utfordre eksisterende oppfatning av intern legitimitet i styringsnettverk både empirisk og teoretisk. Dette ved å identifisere en legitimitetskløft blant ulike organisatoriske nivåer, og ved å introdusere pragmatisk, moralsk og kognitiv legitimitet som komplementære konsepter for å få en helhetlig forståelse av intern legitimitet.

I denne studien er styringsnettverkets målsetning å utvikle strukturer som kan styrke samarbeid og relasjoner mellom kommuner på det operative nivået. For å få tak på kilder til legitimitet for denne gruppen, viser analysen at det er nødvendig med supplerende perspektiver på legitimitet – organisatorisk legitimitet. Det er ikke tilstrekkelig å vurdere legitimiteten på et strategisk aktørnivå dersom målet er at styringsnettverket skal være mer enn ren symbolikk (Provan & Kenis, 2008) og oppnå intensjonen ved å komplimentere tradisjonelle strukturer (Klijn & Koppenjan, 2016; Jacobsen, 2015). Styringsnettverk som opprettes for å bedre koordinering av tjenester mellom de deltakende aktører, er også avhengig av at styringsnettverket oppfattes som legitimt på det operative nivået hvor tjenestene implementeres. Innsikt i operative ansattes oppfatning av et styringsnettverk fås ved å inkludere pragmatisk, moralsk og kognitiv legitimitet (Suchman, 1995), for å vurdere om styringsnettverket anses å ha reell nytteverdi. Demokratisk legitimitet alene er ikke egnet til å skape et bilde av styringsnettverkets interne legitimitet blant ansatte vertikalt i deltakerorganisasjonene. Fremtidig studier av intern legitimitet i styringsnettverk og legitimitetskløfter vil kunne avdekkes i større grad gjennom anvendelse av demokratisk- og organisatorisk legitimitet i kombinasjon.

Få empiriske studier av styringsnettverk har gitt innsikt i hvordan intern legitimitet kan oppfattes svært ulikt – avhengig av hvilket nivå i styringsnettverket man befinner seg. Denne analysen av Digi Rogaland

er et første steg i å fylle dette hullet. Studien avslører en ambisjon og et relativt vellykket forsøk på å utvikle strategiske strukturer for et samarbeid om digitalisering mellom kommuner. Likevel har styringsnettverket store utfordringer i å videreutvikle det operative samarbeidet mellom ansatte med kompetansefelt innenfor digitalisering i de forskjellige kommuner. Dette skyldes i stor grad at det operative nivået og deres behov i liten grad har vært en del av de strategiske prioriteringene i styringsnettverkets avtaler og strategier.

Digi Rogaland er ett av mange styringsnettverk i Norge med ambisjoner om et mer integrert digitaliseringssamarbeid. De empiriske implikasjonene av studien viser nødvendigheten av å være bevisst de to ulike legitimitetssystemene. Ved etablering av styringsnettverk bør aktørene være oppmerksomme på at det foreligger ulike oppfatninger av legitimitet basert på ulike behov. Omfattende oppmerksomhet på forankring og likeverdighet i formalisering av nettverket, kan gå på bekostning av oppmerksomheten rundt prosess og praktisk nytteverdi vertikalt innad i deltakerorganisasjonene.

Studien gir et bilde av de innledende fasene til et styringsnettverk med digitalisering av kommunal sektor som formål. Det er behov for fremtidige studier med et komparativt design hvor det rettes oppmerksomhet på flere nivåer over lengere tid. Flernivåstudier vil kunne gi retning til en praktisk policy i utvikling av nettverksarenaer som skal fylle et formål som både treffer et strategisk og et operativt nivå mellom kommuner. Slike studier vil kunne gi innsikt i utfordringer og løsninger med å samordne det operative nivået på tvers, herunder hvordan verdi oppnås, hvordan ny praksis utveksles og hvordan samordning og implementering skjer på ulike måter i og mellom deltakerorganisasjonene.

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Appendix 3 – Article 3

In review, first revision and resubmission at *Local Government Studies*.

This article is not included in Brage due to being in submission.

Appendix 4 – NSD approval

27.12.2021, 16:07 Meldeskjema for behandling av personopplysninger

NSD NORSK SENTER FOR FORSKNINGSDATA

Vurdering

Referansenummer
203704

Prosjekttittel
The digital transformation game plan - Exploring the journey of collaborative strategy throughout municipal practice

Behandlingsansvarlig institusjon
Universitetet i Stavanger / Det samfunnsvitenskapelige fakultet / Institutt for medio- og samfunnsfag

Prosjektansvarlig (vitenskapelig ansatt/veileder eller stipendiat)
Hans Erik Haugvaldstad, hans.erik.haugvaldstad@sola.kommune.no, tlf: 90821366

Type prosjekt
Forskerprosjekt

Prosjektperiode
02.01.2019 - 31.12.2021

Vurdering (1)

11.10.2019 - Vurdert

Det er vår vurdering at behandlingen av personopplysninger i prosjektet vil være i samsvar med personvernlovgivningen så fremt den gjennomføres i tråd med det som er dokumentert i meldeskjemaet med vedlegg 11.10.19. Behandlingen kan starte.

MELD VESENTLIGE ENDRINGER
Dersom det skjer vesentlige endringer i behandlingen av personopplysninger, kan det være nødvendig å melde dette til NSD ved å oppdatere meldeskjemaet. Før du melder inn en endring, oppfordrer vi deg til å lese om hvilke type endringer det er nødvendig å melde:
https://nsd.no/personvernombud/meld_prosjekt/meld_endringer.html

Du må vente på svar fra NSD før endringen gjennomføres.

TYPE OPPLYSNINGER OG VARIGHET
Prosjektet vil behandle alminnelige kategorier av personopplysninger frem til 31.12.2021.

LOVLIG GRUNNLAG
Prosjektet vil innhente samtykke fra de registrerte til behandlingen av personopplysninger. Vår vurdering er at prosjektet legger opp til et samtykke i samsvar med kravene i art. 4 og 7, ved at det er en frivillig, spesifikk, informert og utvetydig bekreftelse som kan dokumenteres, og som den registrerte kan trekke

<https://meldeskjema.nsd.no/vurdering5d6c9f947044b42a96d4189a412a549> 1/2

Appendix 4 – NSD approval

27.12.2021, 16:07

Møteskjema for behandling av personopplysninger

tilbake. Lovlig grunnlag for behandlingen vil dermed være den registrertes samtykke, jf. personvernforordningen art. 6 nr. 1 bokstav a.

PERSONVERNPRINSIPPER

NSD vurderer at den planlagte behandlingen av personopplysninger vil følge prinsippene i personvernforordningen om:

- lovlighet, rettferdighet og åpenhet (art. 5.1 a), ved at de registrerte får tilfredsstillende informasjon om og samtykker til behandlingen
- formålsbegrensning (art. 5.1 b), ved at personopplysninger samles inn for spesifikke, uttrykkelig angitte og berettigede formål, og ikke behandles til nye, uforenlige formål
- dataminimering (art. 5.1 c), ved at det kun behandles opplysninger som er adekvate, relevante og nødvendige for formålet med prosjektet
- lagringsbegrensning (art. 5.1 e), ved at personopplysningene ikke lagres lengre enn nødvendig for å oppfylle formålet

DE REGISTRERTES RETTIGHETER

Så lenge de registrerte kan identifiseres i datamaterialet vil de ha følgende rettigheter: åpenhet (art. 12), informasjon (art. 13), innsyn (art. 15), retting (art. 16), sletting (art. 17), begrensning (art. 18), underretning (art. 19), dataportabilitet (art. 20).

NSD vurderer at informasjonen om behandlingen som de registrerte vil motta oppfyller lovens krav til form og innhold, jf. art. 12.1 og art. 13.

Vi minner om at hvis en registrert tar kontakt om sine rettigheter, har behandlingsansvarlig institusjon plikt til å svare innen en måned.

FØLG DIN INSTITUSJONS RETNINGSLINJER

NSD legger til grunn at behandlingen oppfyller kravene i personvernforordningen om riktighet (art. 5.1 d), integritet og konfidensialitet (art. 5.1 f) og sikkerhet (art. 32).

Dersom du benytter en databehandler i prosjektet må behandlingen oppfylle kravene til bruk av databehandler, jf. art 28 og 29.

For å forsikre dere om at kravene oppfylles, må dere følge interne retningslinjer og/eller rådføre dere med behandlingsansvarlig institusjon.

OPPFØLGING AV PROSJEKTET

NSD vil følge opp ved planlagt avslutning for å avklare om behandlingen av personopplysningene er avsluttet.

Lykke til med prosjektet!

Tlf. Personverntjenester: 55 58 21 17 (tast 1)

<https://mtdeskjema.nsd.no/vurdering/5d5c9f9147544b42a9641189a412a549>

2/2

Appendix 5 – Consent form

Vil du delta i forskningsprosjektet

The digital transformation game plan?

Dette er et spørsmål til deg om å delta i et forskningsprosjekt hvor formålet er å forske på hvordan kommunale organisasjoner gjennomfører digital transformasjon. I dette skrivet gir vi deg informasjon om målene for prosjektet og hva deltakelse vil innebære for deg.

Formål

Prosjektet inngår i en doktorgrad med formål om å analysere hvordan kommuner i Rogaland samarbeider, organiserer seg og gjennomfører digitaliseringsprosjekter. Prosjektet skal utforske premisser, drivere og implikasjoner knyttet til å utvikle, implementere og praktisere en felles kommunal strategi for digital transformasjon. Dette oppnås gjennom å følge samarbeidet Digi Rogaland generelt og 2 digitaliseringsprosjekter i totalt 4 kommuner spesielt.

Hvem er ansvarlig for forskningsprosjektet?

Sola kommune er i samarbeid med Universitetet i Stavanger ansvarlig for prosjektet.

Hvorfor får du spørsmål om å delta?

Prosjektet har søkt å identifisere et utvalg av personer med direkte kunnskap om hvordan kommunene arbeider med digitalisering, herunder hvordan det samarbeides, tilrettelegges, organiseres, implementeres og praktiseres. De som blir spurt om å delta er enten identifisert av personer i prosjektet i lys av sin stilling, eller anbefalt kontaktet av tidligere deltakere eller personer med kjennskap til den kompetanse som forespurte besitter, og som mener denne kan være nyttig for prosjektet.

Hva innebærer det for deg å delta?

Deltakelse vil innebære et intervju på ca. 45-90 minutter vedrørende kommunen(en)s gjennomføring av den digitale transformasjonen, som det vil bli gjort lydopptak av og senere transkribert. Lydfilen vil ved avslutning av prosjektet bli slettet.

Appendix 5 – Consent form

Det er frivillig å delta

Det er frivillig å delta i prosjektet. Hvis du velger å delta, kan du når som helst trekke samtykke tilbake uten å oppgi noen grunn. Alle opplysninger om deg vil da bli anonymisert. Det vil ikke ha noen negative konsekvenser for deg hvis du ikke vil delta eller senere velger å trekke deg.

Ditt personvern – hvordan vi oppbevarer og bruker dine opplysninger

Vi vil bare bruke opplysningene om deg til formålene vi har fortalt om i dette skrevet. Vi behandler opplysningene konfidensielt og i samsvar med personverregelverket. Navn og kontaktopplysninger vil bli erstattet med en kode som lagres på en egen navneliste adskilt fra øvrig data.

I prosjektperioden vil all informasjon vil bli lagret på en Dropbox-konto med to-faktor autentisering for tilgang. Kun følgende personer vil kunne behandle innsamlet data:

- Hans Erik Haugvaldstad (stipendiat)
- Ann Karin Tennås Holmen (veileder)
- Katja Marie Hydle (veileder)

Hva skjer med opplysningene dine når vi avslutter forskningsprosjektet?

Prosjektet skal etter planen avsluttes 31.12.2021. Etter dette vil datamaterialet, herunder alle personopplysninger, anonymiseres og arkiveres hos NSD – Norsk senter for forskningsdata AS. Anonymisert data vil kunne brukes til videre forskning, med mindre deltakere ytrer ønske om det motsatte. Lyddoptak vil slettes etter endt prosjektperiode.

Dine rettigheter

Så lenge du kan identifiseres i datamaterialet, har du rett til:

- innsyn i hvilke personopplysninger som er registrert om deg,
- å få rettet personopplysninger om deg,
- få slettet personopplysninger om deg,
- få utlevert en kopi av dine personopplysninger (dataportabilitet), og
- å sende klage til personvernombudet eller Datatilsynet om behandlingen av dine personopplysninger.

Appendix 5 – Consent form

Hva gir oss rett til å behandle personopplysninger om deg?

Vi behandler opplysninger om deg basert på ditt samtykke. På oppdrag fra Universitetet i Stavanger har NSD vurdert at behandlingen av personopplysninger i dette prosjektet er i samsvar med personvernregelverket.

Hvor kan jeg finne ut mer?

Hvis du har spørsmål til studien, eller ønsker å benytte deg av dine rettigheter, ta kontakt med:

- Sola kommune/Universitetet i Stavanger v/Hans Erik Haugvaldstad, hans.erik.haugvaldstad@sola.kommune.no
- Vårt personvernombud: Universitetet i Stavanger, personvernombud@uis.no
- NSD – Norsk senter for forskningsdata AS, personverntjenester@nsd.no, tlf.: 55 58 21 17.

Med vennlig hilsen

Hans Erik Haugvaldstad

Prosjektansvarlig

Appendix 5 – Consent form

Samtykkeerklæring

Jeg har mottatt og forstått informasjon om prosjektet *The digital transformation game plan*, og har fått anledning til å stille spørsmål. Jeg samtykker til:

å delta i intervju

Jeg samtykker til at mine opplysninger behandles frem til prosjektet er avsluttet, ca. 31.12.2021.

(Signert av prosjektdeltaker, dato)

Appendix 6 – Example interview guide

| Categories | Tentative topics of interest | Open questions | Follow-up questions |
|----------------------|--|---|--|
| Introductory | Municipality/position Education/experience | 1 Kan du fortælle lidt om din egen baggrund, uddannelse, arbejdsforløb, osv., således at vi kan se sammenhæng? | 2.1 Hvordan arbejder du med digitalisering? 2.2 Hvilke digitale kompetencer har du, og hvor er du på vej hen? 2.3 Har du nogen konkrete eksempler? |
| | Directorateholder's politicans Indirect: stakeholders: citizens, experts, media, others Financial aspects: incentives/funding, priorities Technology: ambition Value creation: purpose | 3 Kan du sålignende sige noget om kommunens valg om at etablere Digi Region? 4 Kan du sålignende sige noget om den proces, som har ført til etableringen af samarbejdet? 5 Hvilke forventninger har du til Digi Region? Hvilke forventninger tror du delegeretkommissionen har? | 3.1 Er der forventninger regionalt/nationalt til et samarbejde af denne type? 3.2 Hvilke kompetencer er nødvendige for at gennemføre samarbejdet på nationalt niveau? 4.1 Hvornår har du været involveret i samarbejdet? 4.2 Hvordan har samarbejdet udviklet sig? 4.3 Hvordan har Digi Region været modtaget af øvrige kommuner? 4.4 Har der været nogen udfordringer knyttet til denne proces? 5.1 Tror du der er andre forventninger til delegeretkommissionen? Hvis ja, hvad er det, og hvorfor? |
| Premises and drivers | Organizational changes: leadership, navigation, operational changes, cultural changes and competences Directorateholder's strategic management, operational management, consultants | 6 Hvis 6.1 og 6.2 er relevante, hvordan har Digi Region været modtaget af kommunerne? Tror du det vil blive gjort på denne måde? 7 Digi Region skal samle digitale kompetencer, og du har været involveret i dette arbejde. Hvordan har samarbejdet udviklet sig? | 6.1 Har der været nogen forberedelse/forventninger fra regional/nationalt hold på denne måde? 6.2 Hvordan har samarbejdet udviklet sig? 6.3 Har der været udfordringer knyttet til samarbejdet? Struktur/ansvar/tydelighed? 6.4 Hvilken kompetence mener du som vigtig for at lykkes med denne type samarbejde? 7.1 Har der været nogen tilkendegivelser/forventninger om samarbejdet fra kommunerne? Hvis ja, hvordan har samarbejdet udviklet sig? |
| | Organization | 8 Hvis der er mangel på samarbejde mellem kommunerne, hvordan kan samarbejdet udvikles? 9 Hvordan vurderer du samarbejdet/bakken mellem kommunerne (på nationalt niveau osv.) og hvordan dette påvirker samarbejdet? | 8.1 Er der forskellige forventninger til de lokale delegeretkommissioner, dvs. baseret på kommunens størrelse/ressourcer? 8.2 Hvordan vurderer du samarbejdet/bakken mellem kommunerne (på nationalt niveau osv.) og hvordan dette påvirker samarbejdet? |

Appendix 6 – Example interview guide

| | | |
|--|---|--|
| <p style="text-align: center;"><i>Strategic management/governance</i></p> <p>Administrative: planning mechanisms, budgets, prognosis, control mechanisms, result-indicators and goals Discourse: terminology, tools and techniques Episodes: conferences, meetings, workshops Organizational changes: leadership, integration, operational changes, cultural changes and competences</p> | <p>9. Digt Røghland har et budget, hvordan gøres disse indførelse skal bruges? Altså hvordan gøres det her processen?</p> <p>10. Kan du si litt om den strategiske prosessen, dvs. hvordan har Digt Røghland jobbet med å utvikle strategien slik den nå foreligger?</p> <p>11. Tor du strategien vil bli implementert fullt ut/ delvis av debarokommunen?</p> <p>12. Hva forventer du om hvordan strategien skal operasjonaliseres og måles oppnå?</p> <p>13. Hva forventer du av debarokommunen når det gjelder måloppnåelse?</p> | <p>9.1. Hvordan ville dette se ut i forhold til de ulike prosedyrene som er valgt? Sammenlignet med hva du allerede har?</p> <p>10.1. Hva vurderer du konsekvensen med en slik digitaliseringsstrategi for alle debarokommunene er?</p> <p>11.1. Hvis ja, selv om det vil være et stort fremsteg på kompetansen, spørsmålig ressurser osv.?</p> <p>11.2. Hvis nei, hva tror du er årsaken til det?</p> <p>12.1. Hvis du for eksempel noen konkrete metoder/eksempler på hvordan dette vil bli gjort? Altså hvordan vil du gjøre det? Altså hvordan vil du jobbe med samarbeid med kompetansesenter? Altså hvordan?</p> <p>12.2. Hvordan synes du styrings-, fags-, og ressursoppsettet skal bidra til operasjonalisering?</p> <p>13.1. Hvordan ser du for deg at strategien skal komme til uttrykk/ implementeres i debarokommunen?</p> <p>13.2. Hvordan vil styringen vil bidra til organisatoriske og/eller kulturelle endringer?</p> <p>13.3. Er det metoder/forberedelser for hvordan strategien skal kommuniseres og implementeres/forankres hos debarokommunen?</p> <p>14.1. Er det implementert noen form for fast rapporteringsmekanisme?</p> <p>14.2. Er det blitt utviklet noen konkrete målbare parametere som kan illustrere strategiens effekt?</p> |
| <p style="text-align: center;"><i>Omput</i></p> <p>Administrative: control mechanisms, result indicators, goals Episodes: conferences, meetings, workshops Technology: ambition, infrastructure Value creation: definition, purpose</p> | <p>15. Hva tror du er viktig for kommunens digitaliseringsarbeid?</p> <p>16. Er det noe annet jeg rundt dette temaet vil vite mer om som du synes er viktig og bør nevnes?</p> <p>17. Til slutt, litt om din egen Digt Røghland for dokumentasjonen sin del.</p> | <p>12.1. Hvordan ser du for deg at strategien skal komme til uttrykk/ implementeres i debarokommunen?</p> <p>12.2. Hvordan vil styringen vil bidra til organisatoriske og/eller kulturelle endringer?</p> <p>13.3. Er det metoder/forberedelser for hvordan strategien skal kommuniseres og implementeres/forankres hos debarokommunen?</p> <p>14.1. Er det implementert noen form for fast rapporteringsmekanisme?</p> <p>14.2. Er det blitt utviklet noen konkrete målbare parametere som kan illustrere strategiens effekt?</p> |
| <p style="text-align: center;"><i>Concluding</i></p> <p>Direct stakeholders: politicians, strategic management, operational management, consultants, support functions, front line workers Indirect stakeholders: citizens, experts, media, others Administrative: control mechanisms, result indicators, goals Episodes: conferences, meetings, workshops Technology: ambition, infrastructure Administrative: control mechanisms, result indicators, goals Episodes: conferences, meetings, workshops Technology: ambition, infrastructure Role:</p> | <p>15. Hva tror du er viktig for kommunens digitaliseringsarbeid?</p> <p>16. Er det noe annet jeg rundt dette temaet vil vite mer om som du synes er viktig og bør nevnes?</p> <p>17. Til slutt, litt om din egen Digt Røghland for dokumentasjonen sin del.</p> | <p>12.1. Hvordan ser du for deg at strategien skal komme til uttrykk/ implementeres i debarokommunen?</p> <p>12.2. Hvordan vil styringen vil bidra til organisatoriske og/eller kulturelle endringer?</p> <p>13.3. Er det metoder/forberedelser for hvordan strategien skal kommuniseres og implementeres/forankres hos debarokommunen?</p> <p>14.1. Er det implementert noen form for fast rapporteringsmekanisme?</p> <p>14.2. Er det blitt utviklet noen konkrete målbare parametere som kan illustrere strategiens effekt?</p> |

Appendix 7 – Observation form

| | | | | | |
|--|------|--------------------------|-------|--------------------------|--|
| # | Date | Time | Place | | |
| 00.000.0. | | | | | |
| TITLE | | | | | |
| Agenda/topic: | | Participants: | | Reflective notes: | |
| Descriptive notes (observations, individual acts, objects, mood/feeling): | | Analytical notes: | | | |
| | | | | 1 / 1 | |

Appendix 8 – Document examples

| | |
|---|--|
| | Digital agenda for Norge.pdf |
| | Digital agenda for Norway in brief.pdf |
| | Digitaliseringsstrategi for offentlig sektor 2019–2025.pdf |
| | Samarbeidsavtale-DigiRogaland.pdf |
| <i>Policy</i> | Signert-samarbeidsavtale-DigiRogaland.pdf |
| | Mandat_for_prosesskartlegging_kommunesamarbeid-minuttjakten.pdf |
| | Mandat-Arbeidsutvalg-Digi-Rogaland-v1.0-20210216.pdf |
| | Mandat-Ressursgruppe-Digi-Rogaland-v1.0-20210216.pdf |
| | Flomvarsling DigiRogaland_423311701.eml |
| | Krav-til-sikkerhetsdokumentasjon.pptx |
| | Sluttrapport-forprosjekt-DigiRogaland.pdf |
| | Digitaliseringsstrategi - Digi Rogaland.pdf |
| <i>Strategic reports</i> | DigiR-Strategiprosess1.PNG |
| | DigiR-Strategiprosess2.PNG |
| | DigiR-Strategiprosess3.PNG |
| | Innspill strategi Digi R- Workshop fagdag 13 082020.xlsx |
| | Resultater høringsrunde 1.xlsx |
| | Resultater høringsrunde 2.xlsx |
| | Sak xx-19 Digitaliseringsstrategi.docx |
| | Innspill strategidiskusjon - workshop fagdag 20200813.url |
| <i>Internal minutes and documents</i> | 20200508 - Referat - Styringsgruppemøte Digi Rogaland.docx |
| | 20200618 - Innkalling og sakspapirer Digi Rogaland.docx |
| | 20200618 - Referat - Styringsgruppemøte Digi Rogaland.docx |
| | 20200917 - Innkalling og sakspapirer Digi Rogaland.docx |
| | DIGI Rogaland - 20200120-22 Innovative anskaffelser.pdf |
| | DIGI Rogaland - 20200120-22 ver Oppsummering.pdf |
| | Digi Rogaland 20200121-22 Samling Ressursgruppen.pptx |
| | 20200220 Ressursgruppemøte.pptx |
| | Info fra KS DigiHelse og Corona krisen.docx |
| | Innføringshåndbok nasjonale løsninger - DigiHelse v09.5 Oppdatert november 2019.docx |
| <i>Projects</i> | Prosjektgrunningjeving og val av konsept (business case) - Mogleg samarbeid om IT-drift v.1.01.pdf |
| | 1. Det digitale skiftet i kommunal sektor.pdf |
| | 1. Visjoner for morgendagens digitale skolehverdag, Bærum kommune.pdf |
| | 2. Digitale grep - Sett fra brukerperspektiv, Krefthforeningen.pdf |
| | 2. Teknologi for læring med læringsanalyse som pedagogisk virkemiddel, Hovdehaugen, Oslo kommune.pdf |
| | 20191917 Hvordan øke gjennomføringskraften gjennom nettverk - eKommune 2019 (samlet v.2).pptx |
| | 3. Kunstig intelligens – Slik endres verden og dette er de etiske dilemmaene |
| | 3. Virksomhetsarkitektur i kommunal sektor |
| 4. Uten data – ingen KI (datasjø), Bergen kommune.pdf | |
| 4.1. Datasjø i offentlig sektor, Notat til digitaliseringsutvalget i KS, Bergen kommune.pdf | |