

## Public sector governance. Moving towards an integrated analytical framework.

Keywords: governance patterns, metagovernance, legitimacy, capacity and coordination

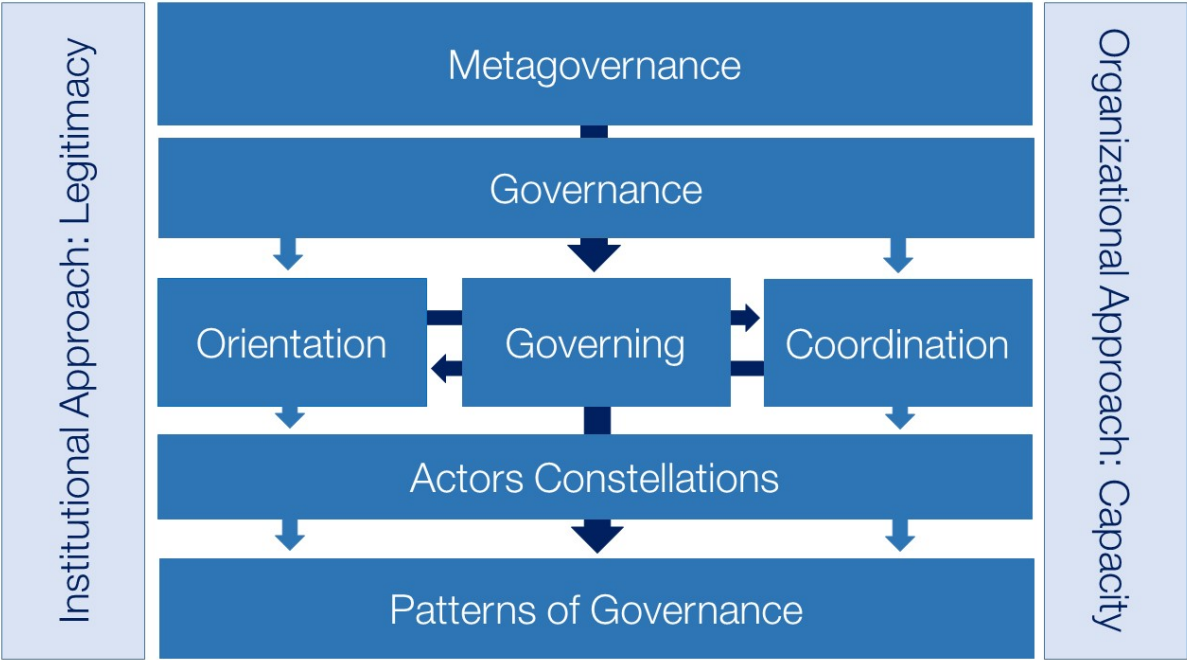
Governance theory is integrative in its core (Peters 2012). Hence, it might be used as a unifying concept, which binds several aspects of public policy theorization. However, governance theory itself is fragmented into a huge array of subfields, which hinders the formation of an integrated concept of governance. This paper seeks to identify the foundations of governance in the public sector, defined as the process of governing the ensemble of public institutions and organizations (Jessop 2016; Pierre and Peters 2016). Relying on state theory, public sector governance asserts the centrality of governments and their transformative role (Jacobsson et al. 2015). Governing actors impact on public policy by strategically adapting governance parameters and collibrating the mechanisms of hierarchy, market and network. At the same time, governing implies ethical reasoning and decision-making about the diversity of values and interests (Kooiman and Jentoft 2009). In the public sector, governing is a reflexive task binding strategical and ethical choices about policies, politics and polity towards the common interest.

To be successful, governance should address legitimacy and capacity building (Christensen and al. 2016) while both might be analyzed separately. While the organizational approach (Egeberg and Trondal 2018) emphasizes capacity, the institutional approach highlights legitimacy as core aspect of public sector governance. At a micro-level, while governing actors provide legitimacy by orienting the society and the state towards a specific set of values, they increase capacity by coordinating the different units and levels of government. In the public sector, governing actors adjust the organizational and institutional effects by balancing the state legitimacy and capacity. Thus, by depicting how governing actors orient and coordinate the constellations of actors in a specific field, scholars might abstract general patterns of governance. Four governance patterns are suggested: fragmentation, fragementation, fragtegration and integration. Each of them links an ethical and a strategical pattern of relationships among actors. When taken together, patterns of governance help scholars mapping governance dynamics. Suggesting a first keystone for a more comprehensive analytical framework, this paper might help scholars that wish to describe, compare and explain patterns governance among states, between levels and throughout time.

Analytically, the framework is compatible with a Social Network Analysis (SNA) that provides graphic representation of governance patterns that might be compared. Finally, the Exponential Random Graph Models (ERGM) might reveal what parameters explain governance patterns, comparing France, Germany and Sweden in Early Childhood Education and Care (ECEC).

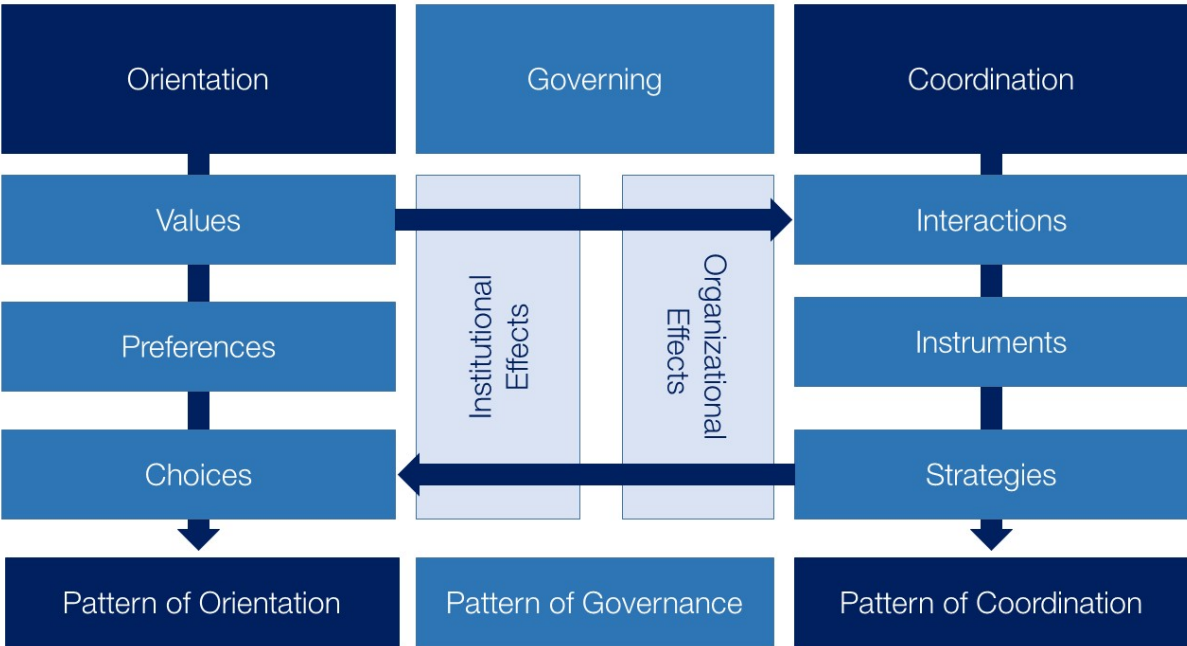
Analytical Framework for Governance and Patterns of Governance

Picture 1. Analytical Framework for Governance



Source: Author

Picture 2. Extended Analytical Framework for Governance



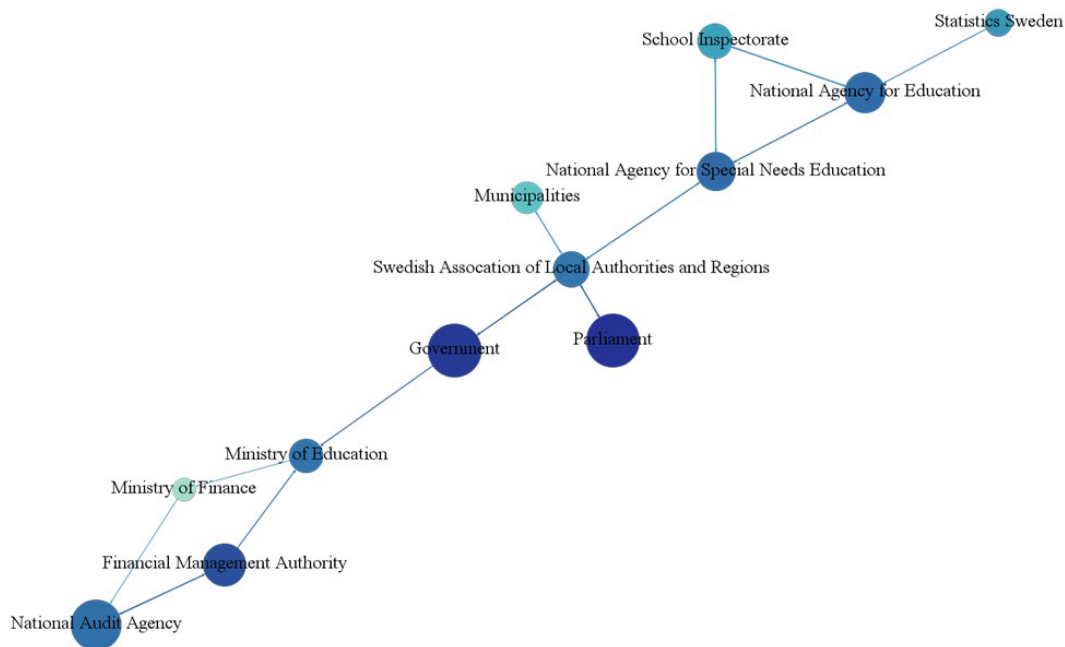
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Picture 3. Patterns of Governance

Patterns of Governance		Coordination	
		Divergence	Convergence
Orientation	Divergence	Fragmentation	Frangmentation
	Convergence	Fragtegration	Integration

Source: Author

Picture 4. Pattern of Governance in Sweden



Source: Author

## Literature

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