

## **The Democratic Anchorage of a Complex Adaptive Governance Network**

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The persistence of governance networks presents new challenges and opportunities for maintaining accountability to the public (Yang and Bergrud, 2008). It has been noted that governance networks vary in their ability to successfully manage this complexity, which scholars have termed as a network's degree of "democratic anchorage" (Sorensen and Torfing, 2005; Torfing and Sorensen, 2008). Governance networks have been identified as complex adaptive systems (Koliba, Zia, and Meek, 2010) with nested complex adaptive sub-systems that allow for citizen influence of decision-making (Booher and Innes, 2008). Complex governance networks may be more successful in coping with the uncertainty of addressing complex public problems by taking an approach that recognizes the array of actors and values that must be incorporated in to a public decision-making process characterized by high levels of interdependency (Klijn and Koopenjan, 2004).

Planning scholars --focused on transportation and other forms of planning-- have argued that planning programs have had varied success in managing this complexity, as some practitioners have neglected the importance of developing planning processes that attempt to negotiate the divergent values of different actors and establish coalitions for change (Walter and Scholz, 2006; Healy, 1998; Wilson, 2001; Booher and Innes, 2002; Forester, 1999; Flvbjerg, 1998; Hoch,1994). The goal of this study is to provide a tool for measuring democratic anchorage so that practitioners and researchers can better assess how different governance network decision-making processes are guided by public values.

This study provides an analysis of three controversial roadway projects that have provoked attention from local media outlets and citizen interest. The cases will be analyzed by triangulating data collected from interviews, news accounts, official project documentation, websites, meeting minutes, and meeting videos in order to assess how citizen values are incorporated in to decision-making processes. Following Torfing et al.'s (2009) framework for measuring democratic anchorage, the analysis will be used to understand how public values have been incorporated throughout the course of project development by the actions of elected officials, the actions network representatives, and network communications with the broader citizenry. In addition, the data will assess how these three processes for promoting public values addressed the varied capacity of actors to promote public values. This framework for measuring democratic anchorage can be used to inform both practitioners and researchers who seek to understand the varied ways in which complex democratic processes shape the outcomes of complex governance networks.