

UNIVERSITY OF LA VERNE

La Verne, California

CREATING PUBLIC VALUE THROUGH COLLABORATION:  
NETWORK SKILLS AND POLICY CONSEQUENCES

A Dissertation Submitted in Partial Fulfillment of the  
Requirements for the Degree  
Doctor of Public Administration

Joseph C. De Ladurantey

College of Business and Public Management

Department of Public Administration

July 2008

UMI Number: 3322830

Copyright 2008 by  
De Ladurantey, Joseph C.

All rights reserved.

### INFORMATION TO USERS

The quality of this reproduction is dependent upon the quality of the copy submitted. Broken or indistinct print, colored or poor quality illustrations and photographs, print bleed-through, substandard margins, and improper alignment can adversely affect reproduction.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if unauthorized copyright material had to be removed, a note will indicate the deletion.

**UMI**<sup>®</sup>

---

UMI Microform 3322830

Copyright 2008 by ProQuest LLC.

All rights reserved. This microform edition is protected against unauthorized copying under Title 17, United States Code.

ProQuest LLC  
789 E. Eisenhower Parkway  
PO Box 1346  
Ann Arbor, MI 48106-1346

Copyright © 2008 by Joseph C. De Ladurantey

All rights reserved

# DISSERTATION BY

Joseph C. De Ladurantey  
Name (please print)

\_\_\_\_\_  
Signature

## RESEARCH AND EXAMINING COMMITTEE

Jack W. Meek , Study Advisor

Marcia A. Godwin , Committee Member

W.P.B. , Committee Member

John S. Aella , Outside Reviewer\*

## DEAN

[Signature] Date 7/10/08

\*Outside Reviewer's signature is optional

## ABSTRACT

### Creating Public Value Through Collaboration: Network Skills and Policy Consequences

By Joseph C. De Ladurantey, DPA

*Purpose:* The purpose of this study is to determine if collaborative networks create, sustain/maintain public value in complex environments. An additional purpose is to contribute to the literature available to the practitioner or network manager.

*Theoretical Framework:* The theoretical framework of this study is based upon: Theory/Research and Research/Theory strategies; Practical Theory; Incrementalism; Punctuated-Equilibrium Theory; Empirical Theory; Mid-Range and Applied Theory; Analytical Induction; Grounded Theory; Theoretical Systems; Group/Network Theory and Social Network Theory.

*Methodology:* The subjects in this study were three public sector collaborative networks in the Los Angeles area. A total of 49 respondents from the collaborative networks completed a 34-question multiple-choice questionnaire relating to network sustainability, commitment, solutions, skill transference, decision making, policy influence, and network management practices.

*Findings:* There was substantial agreement that public value may be tied to the mission and accomplishments of the collaborative network. If the mission and goals of the network are viable, then responsible managers and executives will find the time to commit to collaborative networks. The research also determined that, *public value* elevates the collaborative network and its unique processes as at least a partial solution to the disarticulated state.

Adherence to rules does not appear to be seen as a critical skill set; however, consensus-building skills, group dynamics, facilitation, and peer acceptance are viewed as critical. A willingness to adapt to a different environment and decision making process contributes to the sustainability of a member within the network. There appears to be a rather ambivalent response to whether there is direct impact on public policy issues. Network involvement is seen as complicating agency policy decisions but is viewed as a small price to pay for addressing wicked issues. The results of this study have reinforced the principles of POSDCORB and have added to the body of knowledge with additional tools to achieve collaborative network compatibility.

*Conclusions and Recommendations:* Public sector collaborative networks clearly enhance public value when they are substantially valuable, operationally and administratively feasible and legitimately and politically sustainable. Further research is needed relating to longevity and access to membership in networks; determination of the need for modification of leadership style; the lack of emphasis on rules, regulations/bylaws and/or the "hidden" rules of conduct; examination of the decision-making process, the role of groupthink, the elements of successful consensus making; and the implications of policy on networks and the potential for conflict with participating organizations.

## CONTENTS

ABSTRACT.....	iv
FIGURES.....	ix
TABLES .....	x
ACKNOWLEDGEMENTS.....	xiii
DEDICATION.....	xv
Chapter	
I. THE PROBLEM.....	1
Introduction.....	1
Background of the Problem .....	3
Statement of the Problem .....	5
Purpose of the Study .....	6
The Research Approach .....	7
Research Questions.....	11
Theoretical Orientation .....	13
Significance of the Study .....	15
Scope and Delimitations of the Study.....	16
Definition of Terms.....	17
Summary .....	20
II. REVIEW OF THE LITERATURE.....	23
Introduction.....	23
Collaborative Networks .....	24
Chaos Theory .....	29

Complexity Theory .....	32
The Disarticulated State .....	38
Creating Public Value .....	41
Collaborative Networks in Government .....	47
The Researcher and the Practitioner .....	54
Skill Sets .....	55
Social Network Analysis.....	63
Examining the Public Value of Collaborative Networks.....	65
Summary .....	66
<b>III. THEORETICAL FRAMEWORK .....</b>	<b>69</b>
Introduction.....	69
Philosophical Foundation.....	69
Theory and Practice.....	72
Public Administration, Incrementalism and Punctuated-Equilibrium Theory .....	77
Empirical, Mid-Range, and Applied Theory.....	80
Analytical Induction and Grounded Theory .....	82
Group and Network Theory .....	84
Summary .....	88
<b>IV. METHODOLOGY .....</b>	<b>90</b>
The Purpose of Study/Research Effort.....	90
Research Design.....	91
Selected Population.....	92

The Data Collection Experience .....	95
Research Assumptions .....	98
Methodological Approach.....	100
Data Collection.....	101
Variables to be Measured.....	103
Limitations .....	103
Statistical/Data Analysis Procedures.....	105
Summary .....	106
V. DATA ANALYSIS AND FINDINGS.....	108
Introduction.....	108
Respondent Organizational Affiliation and Network Response Rate.....	111
Analysis of Research Questions.....	114
Summary .....	161
VI. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS .....	162
Introduction.....	162
Summary of Collaborative Network Research .....	163
General Conclusions .....	165
Research Questions, Findings and Linkages to the Literature.....	174
Future Research Recommendations.....	187
Final Assessment.....	193
REFERENCES .....	195



APPENDIXES .....	205
A. PILOT SURVEY.....	206
B. FINAL SURVEY INSTRUMENT .....	211
C. SAMPLE LETTER TO NETWORK MEMBERS .....	220
D. DATA ANALYSIS OF THE SAN GABRIEL VALLEY ECONOMIC PARTNERSHIP .....	222
E. DATA ANALYSIS FOR THE ORANGE COUNTY DOMESTIC VIOLENCE DEATH REVIEW TEAM .....	235
F. DATA ANALYSIS OF THE PEACE OFFICERS ASSOCIATION OF LOS ANGELES COUNTY .....	246
G. STATISTICAL DATA SUMMARY SHEETS .....	258

## FIGURES

Figure	Page
1. Change in Technology .....	36
2. Change in Speed .....	38
3. The Measurement of Public Value .....	45
4. Ten Lessons on How to Manage in Networks .....	59
5. Four Qualities of Collaborative Leaders.....	60
6. Ten Lessons for Public Managers.....	61
7. Capabilities and Competencies Needed for Network Management .....	62
8. A Model for Theory and Practice .....	76
9. New Skill Sets.....	160

## TABLES

Table	Page
1. The Evolution of the Public Value of Collaborative Networks Theoretical Model .....	67
2. Variables/Questions .....	104
3. Respondent Organization Affiliation.....	112
4. All Respondents Network Sustainability—Part I .....	116
5. All Respondents Network Sustainability—Part II.....	117
6. All Respondents Network Commitment—Part I .....	122
7. All Respondents Network Commitment—Part II.....	128
8. All Respondents Network Solutions.....	132
9. All Respondents Network Skill Transference—Part I.....	137
10. All Respondents Network Skill Transference—Part II .....	138
11. All Respondents Network Decision Making—Part I.....	141
12. All Respondents Network Decision Making—Part II .....	142
13. All Respondents Network Policy Influence—Part I.....	149
14. All Respondents Network Policy Influence—Part II.....	150
15. All Respondents Network Management Practices.....	156
16. Summary of Findings.....	188
D1. The San Gabriel Valley Economic Partnership: Network Sustainability .....	223
D2. The San Gabriel Valley Economic Partnership: Network Commitment, Part I .	224
D3. The San Gabriel Valley Economic Partnership: Network Commitment, Part II	225

D4. The San Gabriel Valley Economic Partnership Network Solutions .....	226
D5. The San Gabriel Valley Economic Partnership: Network Skill Transference— Part I.....	228
D6. The San Gabriel Valley Economic Partnership: Network Skill Transference— Part II .....	229
D7. The San Gabriel Valley Economic Partnership: Network Decision Making— Part I.....	230
D8. San Gabriel Valley Economic Partnership: Network Decision Making—Part II.....	231
D9. The San Gabriel Valley Economic Partnership: Network Policy Influence .....	232
D10. The San Gabriel Valley Economic Partnership: Network Management Practices .....	233
E1. Orange County Domestic Violence Death Review Team: Network Sustainability.....	236
E2. Orange County Domestic Violence Death Review Team: Network Commitment—Part I.....	237
E3. Orange County Domestic Violence Death Review Team: Network Commitment— Part II .....	238
E4. Orange County Domestic Violence Death Review Team: Network Solutions...	239
E5. Orange County Domestic Violence Death Review Team: Network Skill Transference—Part I.....	240
E6. Orange County Domestic Violence Death Review Team Network Skill Transference—Part II.....	241
E7. Orange County Domestic Violence Death Review Team Network Decision Making—Part I .....	242
E8. Orange County Domestic Violence Death Review Team Network Decision Making—Part II.....	243
E9. Orange County Domestic Violence Death Review Team Network Policy Influence .....	244
E10. Orange County Domestic Violence Death Review Team Network Management Practices .....	245

F1. Peace Officers Association of Los Angeles County: Network Sustainability.....	248
F2. Peace Officers Association of Los Angeles County: Network Commitment— Part I.....	249
F3. Peace Officers Association of Los Angeles County: Network Commitment— Part II .....	250
F4. Peace Officers Association of Los Angeles County: Network Solutions.....	251
F5. Peace Officers Association of Los Angeles County Network Skill Transference—Part I.....	252
F6. Peace Officers Association of Los Angeles County Network Skill Transference—Part II.....	253
F7. Peace Officers Association of Los Angeles County Network Decision Making—Part I .....	154
F8. Peace Officers Association of Los Angeles County Network Decision Making--Part II .....	255
F9. Peace Officers Association of Los Angeles County: Network Policy Influence	256
F10. Peace Officers Association of Los Angeles County Network Management Practices .....	257

## ACKNOWLEDGEMENTS

This research study is the result of a collaborative academic stimulation by a number of individuals who warrant individual acknowledgement. Their continuous support, encouragement, and clarification of points made for a transformation of concepts and ideas into a research effort that can contribute to the advancement of collaboration and network management.

Dr. Jack W. Meek (Chair): Thank you for the academic stimulation in each and every class and the patience to provide direction and encouragement as the concepts and principles of this study developed over a 2-year period. Your mentorship, guidance, and insights have contributed to my intellectual growth far beyond this dissertation product. The value of research has taken on a new meaning. Thank you for your constructive input that has allowed more epiphanies than one person deserves.

Dr. Marcia Godwin: As a master of quantitative data and research you have exhibited an incredible amount of patience for one student who had developed a substantial fear level of statistical analysis. While I will never understand it to the level of your competence, I will always have a profound appreciation for you, your input, and solid suggestions for continuous improvement. Your encouragement and willingness to make the complex more understandable is a lesson of its own.

Dr. Mark Kling: As one of the few “scholar/practitioners” who has successfully bridged the gap between academia and the real world, your encouragement and belief in

this study and the contributions that could be achieved is greatly appreciated. Learning from a friend is the best of both worlds.

Dr. H. George Frederickson: Reading scholarly works is only a part of learning. Meeting the author who stimulates a 2-year study is beyond comprehension. A 10-minute conversation and intellectual stimulation, coupled with re-reading your excellent essays has created a new passion in public administration that has resulted in this study. There is no greater compliment to a teaching career than knowing you have stimulated others to think about that which has not been thought of, yet. Thank you.

Dr. Paul M. Whisenand: With a relationship that transcends over 40 years of academic encouragement, professional challenge, and the wisdom that only comes from intellectual stimulation, you believed in me when I am not sure even I did. You continue to encourage, offer sage advice, and represent the best gift an academician can provide to a profession; that of constant growth through challenge and an eternal positive view that can only translate into continuous improvement.

I would also like to extend an appreciation to Dr. Anita Iannucci of the University of California at Irvine for her assistance in facilitating the construction of the research tables as well as Ms. Claude Behouth of the University of La Verne for her administrative assistance and Wendy Wood for creating the final work product. Lastly, a thank you to the University of La Verne faculty and my fellow students for the academic stimulation, the many epiphanies, and, most of all the support during a very challenging academic experience.

## DEDICATION

This dissertation study is dedicated to a number of people who deserve acknowledgement for their support. Sandra De Ladurantey, or “Sandra D” is more than a wife and spouse. Our relationship dates back to the early 1960s when she was my first love and first typist for term papers that were only marginally acceptable from an academic perspective. Her patience and understanding as to the importance of this educational endeavor cannot be overstated. As I became “lost” in this research effort, she provided a supportive atmosphere that let me go away, at least intellectually. Thank you for awaiting my return from a place I never thought I would go. Your unconditional love and support that was evident as you left me to hours upon hours of solitary contemplation and drifting away intellectually will always be remembered and appreciated. Nobody loves you like I do!

To our family and extended family, thank you for letting me take the time away from you to pursue what needed to be pursued. Your patience and understanding, as well as your support will always be appreciated.

And lastly, to the profession of public administration and those who take part in making it all happen; may this small academic contribution provide a means to raise the quality of the standards of your service in a complex, chaotic and disarticulated world that needs your best. It is your turn.



# CHAPTER I

## THE PROBLEM

### Introduction

Public administration is a field and a discipline that calls upon both a theoretical and practical perspective. From its rather humble foundation that established a politics/administration dichotomy in the late 1800s, through the Federalist period and well into the “classical” period (scientific theory), theory has followed practice and practice has followed theory. Today, one can observe a new phenomenon in public administration that will continue the tradition of examining theoretical and practical perspectives: the emergence of network management.

Within its history, bureaucracy became the cornerstone subject upon which public administration was established and examined from a number of perspectives. Neoclassical scholars such as Chester Barnard, Mary Parker Follett, and Herbert A. Simon advanced public administration as did systems theorists James Thompson, Daniel Katz, and Robert L. Kahn. In addition, human relations specialists Elton Mayo, Douglas McGregor, Chris Argyris, and Abraham Maslow, interpretive theorists Immanuel Kant and Thomas Luckman, classical theorist Max Weber and others sought to capture the essence of bureaucracy and advance people's understanding of public administration (Shafritz, Hyde, & Parkes, 2004; Shafritz & Ott, 2001).

Each school of thought contained knowledge perspectives reflecting the issues and concerns of the time. For example, in the 1950s, a rapid acceleration of crises raised the question as to whether public organizations were capable of resolving the tasks they had been so ardently assigned. Woodrow Wilson's prophetic words now ring loud and clear:

There is scarcely a single duty of government which was once simple that is not now complex; government once had but a few masters; it now has scores of masters. (Shafritz et al., 2004, pp. 22-23)

The demands of public administration contribute to various kinds of challenge. Wilson understood that government was not simply a service provider; it was also in the business of imposing obligations. The public sector has mandates. While public managers have some level of discretion, they cannot always pick and choose what issues they administer. In addition to the business of imposing obligations, public managers are mandated to provide many services or, at minimum, ensure that the service is provided.

Public organizations are established to meet citizen needs, not as service providers, but as representatives of the state obliging citizens to absorb a delivery cost on behalf of the society at large (Moore, 1995), such as police departments, environmental protection agencies, commissions against discrimination, tax collectors, and social service providers; the list is lengthy.

For some, government administration involves universality and consideration of government policies that extend to all people in society. In addition, government monopolizes coercion in society—only government can legitimately imprison violators for its policies (Dye, 2002).

Utilizing the science of public administration to deliver those services on behalf of government has never been based upon a certain measure of efficiency or profit alone. Consequently, the skill sets for today's public manager require not only a business acumen, but a more theoretical embracing of a servant mentality and the ability not only to abide by the principles established within the sphere of public administration, but also acceptance of the challenges to create public value in the delivery of those services, and all with an entrepreneurial spirit.

### Background of the Problem

Many of the responsibilities of today's public sector administrator/manager fall within the category of what Rittel and Webber (1973) have euphemistically referred to as "wicked problems." Other scholars have labeled these issues as "messy problems" (Ackoff, 1974) or "wicked issues" (Clarke & Stewart, 1997). Tame problems are those that are measurable and can be solved because they are readily defined and separated from other problems and from their environment (Harmon & Mayer, 1986). Even though they may be complex, time consuming, challenging, and costly, tame problems are ultimately solvable. Conversely, wicked problems have no definitive formulation and, therefore, no agreed-upon criteria to locate a solution.

More of the issues facing today's public administrator/manager are "wicked" by their very nature as the job of being efficient or doing more with the same or less resources becomes more complex. Wicked problems cannot be dealt with in traditional ways and they challenge existing patterns of organization and management (Clarke & Stewart, 1997).

This world has transitioned from a history of stability with spasms of change to a one that has moved to an acceleration of change and only spasms of stability. This “J Curve” phenomenon, symbolized by the accent on the curve of the letter “J” (Harvey, Bearley, & Corkrum, 1997), has moved public administration to a world in which no one organization or institution is fully in charge and yet many in the private and public sector are involved or affected or have a partial responsibility to act. This jurisdictional ambiguity requires public and private, as well as nonprofit managers to think and act differently, yet strategically, and even similarly, as never before (Bryson, 1995).

This nation just completed a millennium that has been labeled, “The Administrative Century” by H. George Fredrickson (1999) for its efforts to reposition public administration as a force that has guided us to steadily move toward theories of cooperation, networking, governance, institutional construction, and maintenance and the formation of new methods of doing what government does. Problems have become more global and more local as power disperses and boundaries (when they exist at all) become more fluid (Goldsmith & Eggers, 2004).

Historically, understanding public management at the local, county, state, or federal level has been viewed separately and distinctly as working organizational silos that rarely connect or influence one another. There is a need to reposition public administration with the tools that are necessary to make a difference with new forms of governmental challenges that create more of a boundaryless method of governance. It requires that this be accomplished with public value in the face of pressing responsibilities of public managers in today’s complex environments. This scholarly

inquiry is designed to assess a form of “loose coupling” and amalgamizations referred to in the literature as the emergence of the subject matter of “collaborative networks,” the effort by today’s public managers to create/maintain and sustain public value and the network’s assimilation into the public sector of governance.

### Statement of the Problem

Many public managers are experimenting with new methods to achieve their objectives. One of those methods, the use of “collaborative networks,” is seen as bringing together the full array of stakeholders and offers more integrated and holistic responses (Keast, Mandell, Brown, & Woolcock, 2004). Collaborative networks, their utility and relevance, need little justification. Network arrangements are placed in a separate and distinct institutional environment with unique and varied properties. The problem is that, although there are collaborative network arrangements in place in the public sector, little is known regarding the level of involvement, how they function in terms of decision making, their sustainability, the skill sets required to successfully take part, their ability to create public value, and their overall effectiveness.

Managing across governments involves cooperating in a complex system of rules, regulations, and standards, and taking advantage of opportunities (Agranoff & McGuire, 2003). There is an expectation that the collaborative networks produce outcomes and processes that are consistent with the traditional, comfortable forms of working (Keast, Mandell, Brown, & Woolcock, 2004; Klijn & Koppenjan, 2000). Thus, the challenge and problem statement for this study is: Do collaborative networks in the public sector create

public value in a complex environment characterized by horizontal authority relationships?

### Purpose of the Study

The purpose of this study was to examine the public value of collaborative networks in complex environments in order to offer insight into the administrative practices that contribute to effective functioning of these collaborative networks.

Collaborative public management is a rather new component of contemporary management practice and is rapidly taking a foothold in our communities without benefit of empirical thinking or a vast amount of historical study.

The 1990s and the first decade of the new millennium have seen a flurry of research by noted academicians with texts and papers documenting collaborative networks and how they function. Until recently (Agranoff & McGuire, 2003), those practicing the art of collaborative networking have not benefited from feedback from studies about networks that would provide insight into their role, level of involvement, sustainability, skill sets, overall effectiveness, and the overriding policy consequences.

In examining three collaborative networks that are currently functioning within the public sector, this study identifies five areas of network practice: (a) the level of commitment and involvement required to sustain both the parent organization and the network; (b) the function of administrators; (c) administrators' views of the network involvement and practice; (d) the skill sets necessary to function effectively; and (e) the personal contribution to the end products produced of public value by the collaborative network.

Of critical importance is the view of the skill sets that are necessary to work within the unstructured nature of the network and whether there are impediments to their success and level of contribution. Also of importance to the study of collaborative networks is the determination of their effectiveness and sustainability and, most critical, the policy consequences for the organizations involved.

Equally as important are the tangential purposes of the study. Many public managers/administrators who take part in creating public value in their organizations through their involvement in new ways of solving wicked problems may not understand the atmosphere or climate within which they may be working when they embark upon working outside of the organizational silo. Taking part in studies that examine their involvement and the details associated with a self-examination of their involvement in a study of an academic nature requires feedback and a thoughtful analysis that can be of use to the public sector.

There are a number of challenges before scholars and academicians in the pursuit of new knowledge regarding collaborative network relationships. These challenges lie in understanding life in and between organizations and giving a new voice to the practitioner. The responsibility of academia can be utilized to translate into concepts and theories that can sort out complex organizations and make sense of the chaotic environment of public administration.

### The Research Approach

As discussed, an effort to contribute to the skeletal literature available to the practitioner or network manager is the central objective. To achieve this objective, this

research effort has identified three distinct and unique Southern California collaborative networks to study that function in completely different environments and serve unique and varied communities. Their spheres of influence do not coalesce and they each have distinctly different member makeup with separate and distinct missions and goals.

### *Differentiating Networks*

The first collaborative network to take part in the study is the Peace Officers Association of Los Angeles County (POALAC; referred to in this study as the “Association” and/or POALAC). Through a series of collaborative efforts, the Association is comprised of 33 participant board members who create the synergy that is necessary to ensure that the collective energies of Los Angeles County law enforcement services are directed and guided with the principle-centered missions necessary to function within Los Angeles County, one of the most complex environments in the country. The Association is a nonprofit 501 C 3 foundation comprised of law enforcement officers at the local, county, state, and federal levels, working cooperatively with each other, the private sector, and other government agencies to advance the interests of public safety and professional law enforcement in Los Angeles County. In addition to establishing powerful networking linkages among its members and the community, POALAC presents professional seminars by renowned experts in their fields, has monthly theme-driven membership meetings, publishes a magazine, hosts an Internet website, and conducts many other regular and as-needed activities to advance its mission (J. Flueckiger, personal communication, January 17, 2007).



The system of delivering law enforcement services within Los Angeles County is clearly representative of a complex system. Even if every organization that delivers law enforcement services were to function on an independent and noncollaborative basis, their activities and interactions must be viewed as complex by their very nature.

The Association participated in a pilot questionnaire for the purpose of honing the tool for information-gathering purposes (see Appendix A). Once completed and the data examined, modifications were made to the document and re-administered to the Association (see Appendix B) for the final survey instrument.

The second network to be identified for examination is the San Gabriel Valley Economic Partnership (referred to as the “Partnership”). Comprised of a 28-member board of directors, this network is a regional, not-for-profit corporation committed to the continued successful economic development of the San Gabriel Valley of Los Angeles County, a collaboration of business, local government, colleges and universities, and other public sector entities. With a Mission Statement that seeks to preserve and enhance the quality of life and the economic vitality of the San Gabriel Valley, the Partnership pursues this commitment through three key principles:

1. Assist business to locate and expand while working proactively to retain existing employers;
2. Advocate public policy that creates and sustains high quality in a region that is globally competitive; and
3. Market the San Gabriel Valley to create an image as a region of innovation and opportunity enjoying a strategic location, diverse economic base, skilled workforce, comprehensive educational resources and high quality of life. (Lou, 2007, p. 1)

The third collaborative network is the Orange County Domestic Violence Death Review Team (referred to as the “OC Team” or “Team”). In 1995, the California

legislature authorized counties to establish interagency teams to assist local agencies in identifying and reviewing all domestic violence-related deaths. Building upon direction provided by this legislation, the OC Team was established to review cases of homicide or suicide related to domestic violence and carefully examine the circumstances of each case. The Team was also responsible for examining the policies and practices of agencies and individuals that were in contact with the deceased victim and/or perpetrator, and/or children, in order to develop prevention strategies that would lead to improved coordination and services for families and children. The Team is comprised of and represents a cross-section of the various involved public sector services to include the District Attorney's Office, Superior Court, Behavioral Health Services, the Coroner and Sheriff's Office, and local law enforcement as well as nonprofit transitional living centers, The County Social Service Agency, Probation Department, and the medical community (Deshenes, Valenzuela, & Hails, 2003). Uniquely contributing their skills to the network, 16 members collaborate to support a mission and goals that are target specific and clearly one of public administrations' "wicked problems."

The results garnered from this research effort will be shared with the participants, not only for the professional courtesy to be extended as a participant of the study, but also for feedback to examine the operational elements of their individual collaborative network and the overall impact and value, collectively, on the three organizations' mission and goals.

### *Focus*

The willingness of those involved in the public sector to subject themselves to study and scrutiny carries with it a responsibility to obtain knowledge and examine theory in a manner that can contribute to the public value of the arena designated as a repositioned public administration. **The central focus of this study is the examination of how collaborative networks function in complex environments and why they are an element in the public sector as a response to the “disarticulated state.”** This study seeks to add to the limited body of knowledge on the subject of collaborative networks in the public sector by posing a series of questions to those actually involved in networks.

### Research Questions

This study investigates seven concepts that are related to the nature and impact of public administration networks: sustainability, commitment, solution making, skill transference, decision making, policy influence, and network management practices. These concepts were addressed through a series of research questions that guided the research effort. The research questions were further used as the basis for instrument development that allowed for the concepts to be operationally designed and measured. The following descriptive list reflects the seven concepts examined with the related research questions. This study examines the central issue with regard to whether collaborative networks have the capacity to create/maintain and/or sustain public value.

*Research Question 1: Network Sustainability*

- Can administrators who engage in collaborative networks create/maintain and sustain public value?

*Research Question 2: Network Commitment*

- Is the amount of time in terms of their involvement worth the effort to sustain membership in the network?
- Is there a commitment that is required that is unmanageable for the benefits derived?

*Research Question 3: Network Solutions*

- Are there solutions produced in the collaborative network that would not have been achieved, but for the network and its involvement?
- Could one of the participating organizations perform the function, sponsor a program, or accomplish the mission and goals on their own?

*Research Question 4: Network Skill Transference*

- Are there skill sets and transferable leadership elements that are characteristically different in collaborative networks than that found in a hierarchical organization?

*Research Question 5: Network Decision Making*

- Are there variations in the decision-making process of collaborative networks as compared to those found in hierarchical organizations?

- Are rules and procedures followed and conflicts managed?

*Research Question 6: Network Policy Influence*

- Is there a direct impact on public policy within individual agencies represented in the collaborative network that may be in conflict with the goals of the network or the representative participants' organization?
- To what degree, if any, do collaborative networks have an impact on public policy of the participating organization?
- Do these policy decisions complicate or enhance the participating agencies and/or the individual agency of the participant?

*Research Question 7: Network Management Practices*

- Is there a corresponding element that is comparable, compatible and complementary to Luther Gulick's POSDCORB that can describe the management practices and characteristics of successful network collaboration?

Theoretical Orientation

The rationale for justification of the use of collaborative networks in complex organizations lies in the examination of the evolutionary nature of the theory of complexity, as viewed by Newell and Meek (2005), and the application of chaos theory as outlined by Garnett Williams (1997). The literature review expounds upon both theories as a response to the disarticulated state described by Fredrickson (1999).

To designate theory applicability to collaborative networks one must examine the functional nature of theory. The pressing need is for practicality and to assist

policymaking. If the purpose of theory is to seek an explanation or predict, then what is observed and measured in collaborative networks is Empirical Theory. To some extent there is theory that is viewed as an overall guiding perspective, or Grand Theory, yet there is also the Applied Theory that calls for the ability to place useful knowledge into practice (Meek & De Ladurantey, 2006).

Concepts and categories are perhaps the key elements in Grounded Theory. This approach to analytical deduction for qualitative research is derived from data systematically gathered and analyzed through the research process. This study will utilize grounded theory to develop data that are recursive, meaning that the data collection and analysis proceed in tandem, repeatedly referring back to each other.

Developed by Barney G. Glaser and Anselm L. Strauss in 1967 (Bryman, 2004) grounded theory is not without its limitations, but appears to have merit for the purposes of this study. It is often difficult to see what theory is being brought forward, but it does provide a rigorous approach to the generation of concepts. As Alan Bryman (2004) has indicated,

In spite of the frequent lip-service paid to the generation of the formal theory; most grounded theories are substantive in character; in other words, they pertain to the specific social phenomenon being researched and not to a broader range of phenomena though, of course, they may have such broader applicability. (p. 409)

If theory is viewed as the ultimate achievement in the prediction and explanation designed to advance one's knowledge, then research is the explanation of the theory either before or after the fact. Should reflection of this framework rest on the concept of "theory before research," as espoused by Karl Popper, or should the strategy of research before theory embraced by Robert Merton (Creswell, 2003) be the more accurate method

to pose? The response could most assuredly be that, based upon this level of research, both would be correct.

### Significance of the Study

The desire to collaborate is old, reaching back to the efforts of the ancient Greek city-states to band together to defend themselves against a common enemy (Kamensky & Burlin, 2004). Applying collaboration and networking to the 21st century in the diversity of the public/private sector arena is relatively new. Public administrators are shifting focus from within their organizations to between them. The challenge that is in front of both academics and practitioners is that there is insufficient documenting and memorializing of the efforts of this phenomenon with sufficient scholarly detail to establish its involvement in the annals of public administration and public management.

For this reason alone, the importance of the study merits attention and focus as well as analytical analysis. The primary challenge is to place new tools in front of today's administrators that can be utilized to achieve the objectives and goals of their organization.

The challenges of doing more with the same or less resources requires that today's managers and administrators avail themselves of the tools to creatively meet the demands of a repositioned public administration. This research effort is designed to document what has been accomplished through the use of collaborative networks and share these findings with those who are looking to achieve similar results.

### Scope and Delimitations of the Study

While the intent of this study is designed to examine the elements of collaborative networks and how they function in complex environments, the overriding message is designed to come to the forefront: Is this a contribution to the public value? Does it make a difference? Is it sustainable, valuable, and feasible?

Examination of three separate and distinct collaborative networks in the Southern California area may prove to be a limitation due to the necessity to provide sufficient information that can prove of universal value to the students of public administration. There will be a further need to also ensure that the results are of value to the practitioner in sufficient form and content to aid in their quest to solve communities' wicked problems/issues, deliver quality service, or, at a minimum, ensure that the service is provided.

The utility of studying collaborative networks in complex environments must come under some scrutiny. It does not lend itself to precise measurement with quantifiable results and precise measures of involvement, effectiveness, or consequence. There can only be generalizations that identify trends of importance, concepts of significance, and the elimination of commonalities that are of little significance.

By surveying three collaborative networks of varied missions, goals, and purposes, there should be sufficient diversity of response from the varied respondents and disciplines represented to allow a visual and analytical view of the significant conclusions to be formed regarding collaboration in complex environments. The focus is narrowed to permit an analysis of the theory, an examination of models to compliment empirical



generalization, and to distinguish patterns of involvement and participation through the application of grounded theory.

### Definitions of Terms

Defining the central terms used for this study gives the word context and a derivation that is evolved from the emerging literature in public administration. The definitions provided here are intended to provide a contextual structure that assists in differentiating what may be viewed as similar, alike, and contrasting with other literature on collaboration and network analysis.

### *Collaboration vs. Network*

The terms *collaboration* and *network* have been utilized collectively on a comparative basis. *Collaboration* is used to describe a wide range of activities that could also be used interchangeably. In terms of a definition of *network*, depending upon its use as a noun, verb, or adjective, the use of the word can be viewed as synonymous with collaboration yet reflect a more comprehensive view of this activity.

A basic definition is afforded by Mandell (2001):

Networks are a spectrum of structures that involve two or more actors and many include participants from public, private, and non-profit sectors with varying degrees of interdependence to accomplish goals that otherwise could not be accomplished independently. (p. 130)

Laurence O'Toole's (1997) definition of *network* compliments Mandell's "structures of interdependence involving multiple organizations or parts thereof, where one unit is not merely the formal subordinate of the other in some larger hierarchical arrangement" (p. 682).

Myrna Mandell (2001) has also expounded upon networks for what they are not. Summarizing her comments on the term, they are

Not about creating order, but rather allowing for ordered chaos . . . they are not about everyone agreeing with everyone, but rather about agreeing to the process, and lastly, networks are not about parachuting into communities, but rather participating with communities. (p. 147)

For the purposes of this research effort *network* is defined as an overarching umbrella term that reflects the influence of alliance development, collaborative relationships through partnerships, and coalitions through the use of groups and group dynamics that create an association that may be exemplified in a coordinating council environment created for the purpose of problem solving.<sup>1</sup>

*Collaboration* is defined by Russell Linden (2002) as being “about co-labor, about joint effort and ownership. The end result is not mine or yours, it is ours” (p. 6). Goldsmith and Eggers (2004) expand upon Linden’s definition by adding to it with “collaboration occurs when people from different organizations produce something together through joint effort, resources, and decision making, and share ownership of the final product or service. The focus is often on producing or implementing something.” (p. 6). For the purposes of this research effort, these two definitions can be coalesced to reflect a working definition of collaboration as

When people from different organizations co-labor to produce something together through joint effort, resources, and decision making, and share ownership. The focus is on producing an end result, product, service or programmatic implementation of something that is not mine or yours, it is ours. (p. 7)

---

<sup>1</sup>This definition was developed in a Fall 2005 doctoral seminar at the University of La Verne by students studying contemporary literature on collaboration and networks. The researcher extends his appreciation to those students in development of this definition.

### *Public Value*

The phrase *creating/maintaining and sustaining public value* utilized throughout this research deserves definition within the context of its use. Its definition is perhaps more appropriately addressed in terms of a discussion of its derivative elements. This elongated characterization is a synthesis of Mark Moore's (1995) treatment of public value in his extraordinary book, *Creating Public Value: Strategic Management in Government*.

Value is rooted in the desire and perceptions of individuals. There are different desires to be satisfied. Managers/administrators within the public sector can create value by the deployment of resources and utilize their entrusted authority to produce value for their clients and beneficiaries. Value can also be created by establishing and operating an institution that meets citizens' and their representative's desires for a properly ordered and productive institution. Because authority is involved, there is an importance to reassure the citizens that their resources are being used well. There is an implied authorization to use resources for the accomplishment of public purposes through specified means. There is also an obligation to respond to the aspirations of change and work on new problems. This requires that administrators/managers work at the task of defining publicly valuable enterprises as well as producing that value (Moore, 1995).

### *Governance*

The term *governance* is many times utilized as synonymous with government. While there are several contending meanings for the term, Professor of Politics R. A. W. Rhodes, in a preface to a text referenced many times in this study, *Managing Complex*

*Networks: Strategies for the Public Sector* (Kickert, Klijn, & Koppenjan, 1997) has defined this term with a sufficient degree of depth to warrant the use of the definition in this study.

Within a repositioned public administration there has been emphasis to recognize *governance* as a new process of governing and to define it more as a reference to self-organizing, interorganizational networks with interdependence between organizations. *Governance* becomes broader than its origin of government. It typifies a modification of boundaries between public, private, and the nonprofit world with an exchange of resources and shared purposes. *Governance* has an implied trust with minimal rules and a significant degree of autonomy that lends itself to self-organization (Kickert et al., 1997).

There have been a number of terms utilized in establishing the environment of collaboration and networks. In identifying and defining those terms public administrators have also broadened their horizons to reflex on complexity, chaos and other terms that may require elaboration. That is to be accomplished in later chapters as they explore the science of complexity, the disarticulated state, repositioning, and chaos.

### Summary

The purpose of the first chapter of this study was to establish the central components of the research project and provide a foundation for a clear outline and description of the research problem. This foundation aids in understanding the basis of the topical considerations and identifies for the reader the study's main thrust as well as the limitations that must be recognized.

Chapter II is an expansive literature review that is devoted to an analysis of the evolution of social and political theory as it relates to collaborative network management to clarify the purpose of the study under consideration. There is a study of complexity and chaos theory as well as an examination of the disarticulated state that leads to a repositioned public administration that requires, if not demands, the use of collaborative network. In addition, there is an examination of current literature that is making its way into the mainstream of public administration, from textbooks to journals and unpublished papers.

Chapter III explores the theoretical dimensions that apply to collaborative networks, examines the central research questions, and elicits the intersubjectivity inherent in a study of this magnitude. Theoretical hypotheses are formulated that examine causal relationships and establish a set of systematically related generalizations suggesting new observations for empirical testing and the examination of results which are articulated in chapters V and VI.

Chapter IV examines the methodology that provides the foundation for the study. This chapter outlines the quantitative and qualitative measures used to examine collaborative networks in the selected population examined, the methodological approach, data collection methods, and the procedures used for data analysis.

Chapter V presents the results of the survey and data collection effort and the primary findings of the research effort with presentations of the interpretations and various data analysis with insights and a foundation for chapter VI.

Chapter VI is the summary, conclusions, and recommendations that comprise the basis of the study for the academician as well as the practitioner. The results are correlated with each of the descriptive research questions with implications for today's administrators and those who examine postmodern public administration as it repositions itself with new methods of providing public service. Finally, suggestions for additional research with collaborative networks are offered for future academic scholars and practitioners in the field.

## CHAPTER II

### REVIEW OF THE LITERATURE

#### Introduction

A number of areas in the literature provide useful avenues of insight to examine and understand collaborative networks in complex conditions. This literature review examines the basis of the creation of programs of public value, its extension from chaos theory to complexity theory, and the emergence of the disarticulated state with the hope of revealing new theoretical hypotheses, research methods, or policy recommendations that will be the subject of the recommendations portion of the work. There is a need to reposition public administration with the collaborative tools necessary to make a difference with new forms of government that create a blurring of boundaries method of governance in the name of ensuring public value is maintained in the face of our pressing responsibilities in complex environments.

The study of collaborative networks (Agranoff & McGuire, 2003; Goldsmith & Eggers, 2004); public value (Moore, 1995) and their assimilation into the public sector of governance (O'Leary, Gerard, & Bingham Blomgren, 2006) is a recognized phenomenon in public sector management. The intent of this literature review is to concisely summarize the findings that have emerged from prior research efforts in collaborative networks in the public sector with some effort to identify the missing elements of the literature and contribute to that body of knowledge. The purpose of the literature review

is to situate the examination of the public value of collaborative networks in relation to the existing knowledge and answer the question of what value will be added by the completion of this research effort.

Rather than just an examination of the literature relating to collaborative networks and their public value, an effort will also be made to determine the existing knowledge, or what is known about the subject under study that is not the subject of serious research.

### Collaborative Networks

For some, it has become useful to examine the phenomenon of collaborative networks within the context of chaos and complexity theory because access to literature prior to 1986-89 on the topic of networks is limited. *The Public Policy Dictionary*, for example (Kruschke & Jackson, 1987), makes no reference to collaboration, networks, or collaborative networks within its pages and purports to work diligently to ensure a commonality of understanding of the general concepts employed in the field. Even as late as 1991, the 4th Edition of *Evaluation Thesaurus* (Scriven, 1991) professes to add over 110,000 new words to the public sector vocabulary, yet does not reference collaboration, networks, collaborative networks, or public value in its 390 pages. This is clearly not an indictment of the two reference materials, merely an acknowledgement that the topic of collaborative networks is a relatively new and evolving member of the field of public administration and, in fact, may be a response to the complexity our institutions have been experiencing.

The literature review places special emphasis on the steps in the evolutionary process that view collaborative networks as one of the possible solutions to the



complexly created attempt to govern at the local, county, regional, state, and federal level. There was an examination of existing essays to see how others have shaped this topic, a succinct effort to summarize each author's efforts on a selective basis, and an attempt to place some intellectual order that may be viewed as incremental evolution of schools of thought that hopefully will coalesce as a substantial contribution to the literature. A second purpose of the literature review was to put the literature to work to search out and ask new questions and, hopefully, propose new answers or, at minimum, partial solutions to this study's wicked issues.

The origin of networks in the public sector transitioned from the business orientation of the private sector and the dramatic lives and fortunes of Andrew Carnegie, Benjamin Franklin, Thomas Mellon, Jay Cooke, Henry Ford, John D. Rockefeller, and many other renowned business successes. Personal connections, or networks, formed alliances and distributed opportunities in the form of information, working capital, and authority. Families typically build the most resilient, loyal, and reliable networks; hence, the constancy and strength of nepotism throughout the ages. Other commonalities that forged network relationships are ethnicity, religion, hometown, childhood, vacations, club membership—anything that can generate the common expectations and effective communications that generate connectability (Laird, 2006).

During the development of the industrial revolution, Andrew Carnegie flourished within a third sort of social system: *peer networks* with background networks and authority networks nurturing his prosperity. His reliance on networks to provide different

insights to move his groups in different directions provided him the opportunity to experience their value.

The intertwining of Jessica Lipnack and Jeffery Stamps (1982) with John Naisbitt (1982) and his documentation of futures thinking clearly defined the mood of the 1960s, 1970s, and the early 1980s. Networks had become the stage on which dissonance was not only tolerated but encouraged, yet consensus was seen as the common goal. Paving the way for the collaborative networks of the future, Lipnack, Stamps, and Naisbitt did not attempt to define the structure of networks that would fit their preconceptions. Instead, the process of networking was utilized to lead them to understand what networking was all about. Theory did not drive practice. Networks of practice were driving and defining the theory. It became necessary not to distinguish between networks and hierarchical organizations. The network evolved into a type of organization that was clearly significantly different from the other types of hierarchical bureaucracies. With the reliance on the inadequacies and inconveniences of the hierarchical bureaucracy, networks become the alternative organizational structure.

Networking was being done by people who previously had no networks. Some even blamed the lack of certain vital networks as the causes of the trouble in the world, opining that when there is no networking there is no survival or political force. Networks do not need a headquarters, leader, or chain of command. They are evanescent, ebbing and flowing around issues, ideas, and knowledge. Their chief product is information processing, pattern recognition, and societal learning (Lipnack & Stamps, 1982). These same principles are still true in the collaborative networks of the new millennia.

Fast forward to the later 1980s with its impact of the 1960s and the 1970s and networking began organically through a communications process that threaded across interests through problems, and around solutions. A futurist of the 1980s, John Naisbitt opined that the failure of hierarchies to solve society's problems forced people to talk to one another—and that was the beginning of networks. Problems of the times were not solvable, or were not being solved. Economic issues, the political unrest of the times, and the litany of intractable social problems were not solvable in a world organized according to the hierarchical principles in place at the time (Naisbitt, 1982).

Networks became the lines of communication, the alternative express highways to utilize, as social capital mechanisms operated outside of the perceived cold and impersonal bureaucratic hierarchy that had been viewed as an annoyance rather than a necessity (Lipnack & Stamps, 1982). The term *network* came to be simply defined as people talking to each other, sharing ideas, information, and resources. Network became a verb, not a noun. The important part is not the network, the finished product, but the process of getting there—the communication that creates linkages between people and clusters of people.

While skill sets are necessary for the success of networks to function, and their presence denotes an active but inconsistent hierarchy, skill alone in managing networks is not the only requisite for the condition of networks to be present.

The organizational factors associated with the emergence of multicommunity collaborative organizations has uncovered a set of “preconditions” for their emergence. Examining preconditions highlights the aspects of emergent multicommunity

collaborations and requires a scrutiny before future theory development can occur.

Cooperating governments are key actors. As with the study undertaken in this research effort, metropolitan area partnerships are likely to deal with diverse and overlapping efforts. Cigler (1999) identified nine preconditions to network emergence that must be present:

1. Occurrence of a disaster
2. Fiscal stress
3. Push from the political constituency
4. Supportive capacity building
5. support by elected officials
6. perception of advantage from participation
7. existence of a policy entrepreneur
8. Focus on visible strategies
9. Emphasis on collaborative skill building. (pp. 78-82)

The preconditions offer much practical advice. While not all of Cigler's preconditions to network emergence may be present at any one time, their existence to one degree is more than likely to lead to the presence of networks and virtually assure the success of collaboration in the public sector. Truly collaborative ventures can restructure political boundaries and require some type of recasting of the fundamental structure or purpose of the participating local units and their operations. Multicommunity collaborative efforts build their capacity to harness resources and interact in more collaborative ways based upon a heightened level of interdependence. A combination of preconditions defined by Cigler (1999) goes far toward explaining the emergence and potential for understanding the strategic benefits of collaborative networks to meet regional governance needs.

## Chaos Theory

The application of chaos theory to public administration is a relatively new venture. Founded within the quantitative science of mathematics and computer logarithms, chaos theory has been applied to the organizational theory as it relates to how behavior changes over time. One of the first theorists to apply chaos theory to the discipline of public administration was E. Sam Overman. His view was that chaos was a good description for the random quantum effects at subatomic levels of matter. Quantum complexity is totally indeterministic, replete with paradoxes and subjectivities. It comprises an even more stereotypical postmodernist approach than the more generic complexity theory.

Overman (1996) opined that quantum administration is a world with different foci: on energy, not matter, on becoming, not being, on coincidence, not causes, on construction, not determinism; and on new states of awareness and consciousness. In many respects quantum administration shifts focus from structural and functional aspects of organization to the spiritual characteristics and qualities of organizational life. The image of organizations as complex, dynamic, and self-organizing systems improve the ability to manage change in times of apparent chaos and transition to new orders of being.

The application of chaos theory within the context of public administration started in the 1970s and 1980s as a means of defining the phenomenon of the time as one where long-term predictions were worthless and futile. Further, behavior that looked complex and even impossible to decipher and understand can be relatively easy and comprehensible through the application of the chaos theory (Williams, 1997).

Few would argue that the application of chaos theory to today's modern problems is because of the difficulty of public administrators in responding to "wicked problems." Tame problems do not cause chaos and can be solved because they can be readily defined and separated from other problems and from their environment. By contrast, "wicked problems" have no definitive formulation and, hence, no agreed-upon criteria to tell when a solution has been found. Wicked problems are not amenable to standardized routines for analysis and evaluation (Harmon & Mayer, 1986).

The presence of problems that have no definitive formulation and no agreed-upon criteria to identify the appropriate solution has resulted in the application of chaos theory to public administration from its foundational roots in mathematics. These "messy problems" (Ackoff, 1974) or "wicked issues" (Clarke & Stewart, 1997) present a special challenge to government because they defy precise definition, cut across policy and service areas, and resist solutions offered by the single agency or "silo" approach (Keast et al., 2004).

Public administrators who have been confronted with wicked problems are contending more and more with issues that have no immediate social or political solution. As problem solvers, public administrators were relying on the tools of past social scientists, such as Luther Gulick's model of POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting) to articulate the running of a democracy replete with tame problems that were resolvable (Gulick & Urwick, 1937).

The dynamics of chaos theory have led to the realization that very simple dynamical rules can give rise to extraordinarily intricate behavior (Waldrop, 1992).

Chaos by itself does not, however, explain the structure, coherence, and self-organizing cohesiveness of complex systems. There is a balancing point, what M. Mitchell Waldrop refers to as the edge of chaos where the components of a system never quite lock into place, and yet never quite dissolve into turbulence.

Chaos from a theoretical perspective reflects a lack of systems, process, or an overload of activity with no discernable rationale or pattern. Seen by Overman (1996) as a version of complexity theory, *chaos theory* is deemed to be more deterministic than the random, quantum version, and can be seen as a study of complex, dynamic, deterministic, nonlinear systems that reveal patterns of order out of seemingly chaotic behavior.

What is someone's perception of chaos may merely be an unexplained phenomenon that is generated by a number of factors that are applied to an incident or series of incidents based upon people's behavior. This behavior may result in a build up of activity that nuclear engineers have referred to as *critical mass*. It is a critical number, a critical density, a critical ration, or even an actual, physical mass of some activity that becomes self-sustaining once the measure of that activity passes a certain minimum level. This effort to tipping-in or tipping-out was first reflected upon by Thomas C. Schelling in 1978 in a study that was applied to neighborhood migration (as cited in Schelling, 2006). This critical mass phenomenon reflects characteristics of people who have very different cross-over or tipping points that may be reflected in this study as it relates to involvement, tenure, and commitment to their collaborative network.

A corollary to the *edge of chaos theory* and as additional research that followed Schelling's findings on critical mass and tipping is Malcolm Gladwell's (2002)

bestselling book *The Tipping Point: How Little Things Can Make a Big Difference*, a name given to that one dramatic moment in an epidemic when everything can change all at once as the result of (a) contagiousness, (b) the fact that little causes can have big effects, and (c) that change happens not gradually but at one dramatic moment. *The Tipping Point* is the moment of critical mass, the threshold, the boiling point, recognizing that with all of the sophistication, wizardry, and limitless access to information of the New Economy there is a need to rely on very primitive kinds of social contacts in life to deal with the chaos and complexity of the modern world.

Gladwell's (2002) efforts to function in chaos is to stress the use of Connectors, those who know many people and share information, Mavens, or those who are the accumulators and collectors of knowledge, and the Salesman, or those who persuade, nurture, and support a particular movement in a particular direction.

As it relates to the study of public administration, in general, and collaborative networks, in particular, the practitioner as well as the theorist/academic may come to appreciate the opportunities for creative expression and problem solving that can be seized rather than a concern for the order, command, and control that chaos may lack.

### Complexity Theory

Complex systems theory has evolved since the turn of the 21st century through the focus on complex adaptive systems and is seen as a less complex form of chaos theory. Human complex systems are now generally better understood to be comprised of many diverse components that are loosely linked and nonlinearly connected and produce emergent patterns of systemic behavior (Newell & Meek, 2005). Its adaptation to the



world faced by public administrators assists in interpreting difficult-to-understand organizational and human behavior to offer an opportunity to make clear the distinctive characteristics that comprise organization and human behavior. It embraces a new application of the theory as a means of understanding the simplicity inherent in our complex society. This loosely linked and nonlinear connection has been referred to as *loose-couplings* to signify structural elements that are responsive to one another and yet maintain independent identities (Weick, 1976). The tightness or looseness of the coupling depends upon the form of conjunction—a formally negotiated interlocal agreement constituting tight coupling; a series of monthly meetings augmented by an e-mail list/serve can constitute a loose coupling. As can be seen in the present study, most of these forms of conjunction are organized and operated voluntarily by public service professionals (Frederickson, 1999).

Complexity theory is now often distinguished from chaos theory by those interested in human behavior (Newell & Meek, 2005) as well as those who may view it as merely a less complex version of chaos theory (Overman, 1996). In the last decade of the 20th century, complexity theory research was seen as poorly defined due to the effort to grapple with questions that defied all the conventional categories (Waldrop, 1992). Many questions posed appeared to have the same answer: “Nobody knows.” Systems were seen as complex in the sense that a great many independent agents were interacting with each other in a great many ways.

The science of *complexity theory* recognizes the limits of human knowledge in its attempt to produce a universal definition of complexity. From its derivative studies of

temporal chaos to human systems to self-organization in chemical systems and the stimulation of artificial life via computer, definitions had focused on “algorithmic complexity” and progressed to focus on the dual potentials of nonlinear behavior and of emergent behavior. While nonlinear behavior refers to disproportionate outcomes from cause-and-effect relationships, emergent behavior refers to the surprising effects that are generated by complex systems.

A working definition of *complexity theory* then, by necessity must include social and behavioral elements that are relevant to the study of public administration.

Psychologist Mihaly Csikszentmihalyi brings to the definition of complexity a social meaning of both differentiation and integration as he speaks to both the scholar and practitioner of public administration. According to Csikszentmihalyi, complexity theory represents social systems behavior in which the dynamic synergy of both individual autonomy and social responsibility can produce adaptive emergent behaviors (Kiel, 2000).

A recent trend is to use the term *complexity theory* (or sciences of complexity) as the umbrella concept for the emerging perspective. Goktug Morcol uses the term *chaos/complexity theories* as an all-inclusive designation while other scholars have their own theoretical and terminological preferences. Morcol and Dennard (2000) reference M. Michaels who identifies seven fundamentals of complexity as:

1. Simple systems demonstrate complex behaviors
2. Complex systems are dynamical and are controlled by inherent structure;
3. Complex systems build on positive feedback;
4. Complex systems are highly sensitive to small changes;
5. Complex systems are self-organizing;
6. Complex systems are controlled with chaos;

7. Complex system methodologies require cooperation of many disciplines of social sciences and natural sciences. (pp. 1-45)

Complexity theory has been referenced a number of ways to present the picture of instability and reflect on the elements of change. Harvey et al. (1997) classify this complexity as "The J Curve." Decision making and positive action is relatively easy in a noncomplex environment that deals with tame problems. Action is easy when time is slow and information is limited. The 21st century has placed society on notice that there is no such time. Rather, as Harvey et al. point out, "we live in a world beyond the J curve." Most of everything experienced in the last week, month, or year has not been a function of previous lifetimes but the most recent lifetime (see Figures 1 and 2). Most of history has experienced stability with only spasms of change. In the last two lifetimes, the speed of change has so accelerated that it has formed most phenomena into a J Curve. In the 21st century, and perhaps for a short time before the millennium, there is the first generation to fully live and work beyond the J Curve or a world of change with only spasms of stability. In such a world, information, and disruptive technologies, expands exponentially (Harvey et al., 1997).

Organizational and technological change, as reflected in Figures 1 and 2 is clearly exponential and contrary to the common-sense "intuitive linear" view. The world will not experience 100 years of progress in the new millennium of the 21st century, it will be more like 20,000 years of progress, change, and chaos (Kurzweil, 2001). There may even be an exponential increase in the rate of the exponential growth as machine intelligence surpasses human intelligence. The time between generations and the changes each generation experiences are becoming more and more compressed. As is seen in Figure 1,

there has been a dramatic gap in the introduction of those technologies that disrupt or move our society forward in terms of advancement and new discovery. While technologically, society could possibly achieve singularity, organizations and those who function within them may only discover more effective ways to accomplish their mission as they continue to engineer new traits, systems, and processes in the design of our efficiencies and the resolution of wicked issues.

The introduction of new technologies that change or modify human interaction, industry, and relationships, as noted by Harvey et al. (1997) in Figure 1 could be expanded upon in the 20th and 21st century as telegraph, telephone, transportation, and communication devices continue to impact the landscape upon which our organizations function.

<b>Change in Technology</b>	
	... 800 Lifetimes
	650 in Caves
Last 70:	Writing
Last 6:	Printed Word
Last 4:	Tell Accurate Time
Last 2:	Electrical Motor

*Figure 1. Change in technology. From *The Practical Decision Maker*, by Thomas R. Harvey, William L. Bearley, and Sharon M. Corkrum (Lanham, MD: Scarecrow Press, 1997), p. 7.*

A world of accelerated change and complexity that tackles wicked problems still requires decision making, an examination of alternatives, and the ability to act in the face of ever-changing reality. There are no perfect choices, but only sound processes performed in a complex time and setting (Harvey et al., 1997). The process of chaos, with complexity and constant interactions, has produced the richness of spontaneous self-organization (Waldrop, 1992).

Closely aligned to the J Curve theory is the *punctuated-equilibrium framework* as it relates to the formulation of public policy and its impact on change. As reflected in Figure 2, the introduction of a change in speed, as introduced by Harvey et al. could be extrapolated to the nanotechnology of the 21st century that depicts a continued increase in major change and less incremental or stable equilibrium. Originally developed by Frank R. Baumgartner and Bryan D. Jones (1993), the *punctuated-equilibrium framework* argues that policymaking in the United States is characterized by long periods of incremental change punctuated by brief periods of major policy change (Sabatier, 1999). Initially explored to explain changes in legislation, this framework has been expanded to include very sophisticated analyses of a variety of long-term changes in public administration. The punctuated-equilibrium framework is reframed in chapter III as an application of the dimension of network theory.

Complexity theory views itself as an economy of both buying and selling, giving and taking, ebbing and flowing through various stages with no one being in charge or consciously planning for it. The adaptive nature of complexity theory utilizes

evolutionary methods to seek survival, the marketplace to respond to change, and disruptive technological advances and a host of other factors to respond.

Change in Speed		
6000 BC	Camel .....	8MPH
3000 BC	Chariot.....	20 MPH
1784 BC	Royal English Mail Coach .....	10 MPH
1825 AD	Steam Locomotive .....	100 MPH
1931 AD	Airplane.....	400 MPH
1961 AD	Airplane.....	800 MPH
1971 AD	Rocket .....	18,000 MPH

Figure 2. Change in speed. From *The Practical Decision Maker*, by Thomas R. Harvey, William L. Bearley, and Sharon M. Corkrum (Lanham, MD: Scarecrow Press, 1997), p. 8.

Overall, complexity theory has been viewed as spontaneous and yet dynamic in its effort to bring order and balance to chaos. Complexity theory has an underlying unity and a common theoretical framework that illuminates systems and brings order to the disorder. The application of complexity theory to collaborative networks lies in understanding self-organizing dynamics with the potential for substantial impact on the world of public service and creating public value.

#### The Disarticulated State

Just as social science has moved from the chaos theory to an understanding of complex systems theory, the public sector has evolved into dealing with social and economic issues in a disarticulate manner. H. George Fredrickson has captured this

evolutionary phenomenon of contemporary public management when he refers to the disarticulation of the state. The capacity of the state to deal with complex issues has eroded significantly. The most important feature of contemporary public administration is the declining relationship between jurisdiction and public management. As jurisdictional boundaries are softened, the sovereignty of our communities, cities, regions, counties, and states, and, to some degree, our nation has less meaning (Frederickson, 1999). While Garnett Williams' (1997) definition of chaos theory holds much merit in that our long-term predictions are worthless and futile, Fredrickson (1999) acknowledges that our contemporary practices have jumped ahead of our ability to place a label on it, thus creating a disarticulated state.

One of the practices that have surfaced within the field of public administration that is a response to this disarticulation is the creation of what Fredrickson refers to as *administrative conjunction or the conjunctive state*. Conjunction, according to Frederickson, is primarily an administrative activity carried on by like-minded institutional professionals who are functional specialists. It is formed by linking-pin functions in loosely-coupled systems and, depending upon its form, is operated voluntarily by public service professionals. This is a response to the presence of a complex condition or situation that calls for a conjunctive state that includes: (a) institutionalism; (b) networks; and (c) governance (Fredrickson, 1999). Administrative conjunction then, is a behavior that brings order out of the perceived chaos so that it can be deciphered and understood in a relatively easy and compatible manner.

Russell Linden (2002) supports Fredrickson's efforts to better clarify the current thinking on administrative conjunction in his study of networks and collaborations as he explores the interpersonal and organizational forces that have created the disarticulation and offers tools for problem solving in a complex environment.

According to Linden, this disarticulation is caused by three factors that infuse a degree of complexity to the decision-making process. First, important public issues often lack a consensus on the goals to be achieved. The more goals, the more complex the task. Secondly, there is a frequent lack of agreement on, or understanding of, the best means to the ends. Options abound to achieve the desired goals.

The third source adding to the disarticulated state is the growing number of specialists and active shareholders of a given issue. The need for involvement with new entities that may be politically driven, required by regulations or risk management issues, means that every option involves a series of risks and tradeoffs thereby adding greatly to the degree of disarticulation and complexity. Add to this that our most pressing problems do not honor organizational or geographic boundaries and there becomes a search for alternative mechanisms to address wicked problems and hard issues (Linden, 2002).

Conversely, the political scientist would view the disarticulated state as a rational model that is merely wrapped in institutionalism based upon legitimization and a monopolization of coercion and universality (Dye, 2002). Thomas Dye would profess that organizations are merely in a stage of disarticulation on a temporary basis and are working our way to continue past activities with only incremental modifications of existing programs, policies, and projects.



In order to reposition ourselves in the new public administration, rather than transform our organizations to new models, incrementalism requires us to accept the legitimacy of the previous policies and programs because there is such a heavy investment in their construction, and come to agreement as to the new methods that are necessary and to find a way that will work instead of searching for the “one best way” (Dye, 2002). Fredrickson opines that in the theories of cycles of history, the public moves through time in a broad arc from public regarding, practicing civic virtue, engaging in service to others and sacrifice, and the operation of the positive and consensual state, to private regarding competitive and corporatism and the limitations of all forms of collective action (Fredrickson, 1999).

### Creating Public Value

A literature review on collaboration and networks in the public sector would not be complete without a determination as to whether or not any solution to sort out chaos, understand complexity, solve the problem of disarticulation, and support administrative conjunction would be of value to the field of public administration. While government administration is in the untenable position of providing services, or ensuring that the service is provided, it is equally as true that they are in the business of also imposing obligations. There is a need to produce and deliver services as well as provide a sense of justice in the imposition of those obligations with a fair distribution of benefits and burdens.

A greater focus on public value will gradually change the way government is conceptualized; the idea of government based on programs and agencies will give way to

government based on goals and networks. By explicitly focusing on maximizing public value, the range of potential solutions typically widens to include the private and nonprofit sectors as well as other levels of government. As options are expanded, the delivery system that is the most likely to produce public value becomes the response. The goal is not to build a perfect system, but to make meaningful enhancements to the status quo (Goldsmith & Eggers, 2004). This can also be correlated to the theory of incrementalism as a basis for understanding chaos, complexity, and the disarticulated state.

Defining public value is based upon six key points, as described by Mark Moore in his 1995 book, *Creating Public Value: Strategic Management in Government*. First, value is rooted in the desires and perceptions of individuals. While group agreement and consensus may be the desired goal, issues abound that reflect individual desires and preferences that must be addressed. Second, there are different kinds of desires to be satisfied. There is not just one wicked problem to be addressed; there are virtually countless issues that plague our communities. Third, managers of public sector enterprises can create value (in the sense of satisfying the desires of citizens and clients) through two different activities directed at two different markets (i.e., through public sector production and operating an institution that meets citizens' desires for properly ordered and productive institutions). Public managers must produce something whose benefits to specific clients outweigh the costs of production; and they must do so in a way that assures citizens and their representatives that something of value has been produced. Fourth, there is an importance to reassuring the "owners" that their resources are being

used well, being economical in the use of authority as well as on the use of money. Understanding the principles of ownership and the responsibility of dealing with the public trust and their money involves a strong fiduciary relationship.

Fifth, there is a collective, political agreement to meet a problem or exploit an opportunity in a particular way. It is here that the analytical techniques of policy analysis, program evaluation, cost-effectiveness analysis, and benefit-cost analysis make their major contributions. Lastly, the world in which a public manager operates will change; citizens' aspirations will change. It is important that the enterprise be adaptable to new purposes and that it be innovative and experimental. This rather protracted definition has been consolidated from a lengthy discussion of the definition of public value as articulated by Moore (1995).

Complementing Mark Moore's emphasis on creating public value, Stephen Goldsmith and William D. Egger's (2004) emphasis on collaborative networks stresses the need to focus less on programmatic government and more on public value as the criteria for success. A greater focus on public value will gradually change the way government is conceptualized; the idea of government based on programs and agencies will give way to government based upon goals and networks. Public executives who participate in collaborative networks will view their role as working out how to add maximum public value by deploying and orchestrating a network of assets. The question becomes, Which delivery system in a particular instance is most likely to produce the greatest public value: hierarchical organizations or collaborative networks? (Goldsmith and Eggers, 2004).

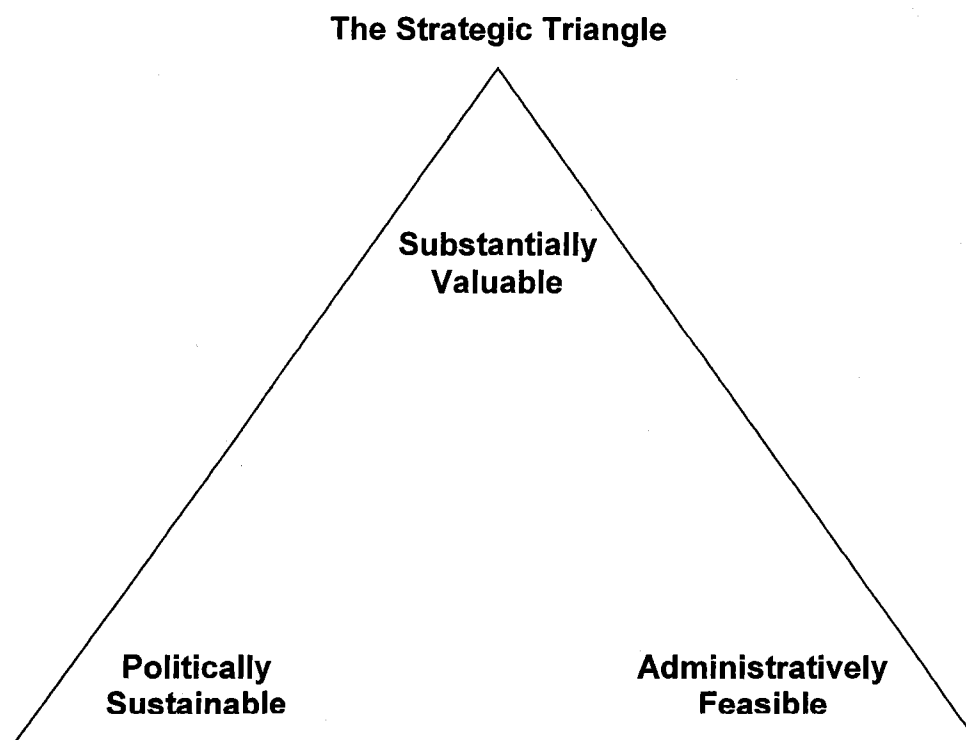
Further emphasizing this effort is Dipak K. Gupta (2001), co-director of the Institute for International Security and Conflict Resolution in San Diego, California, who indicates that

We aim not at creating perfect analysis with perfect answers to complex social problems but at developing competent professionals, those with a through knowledge of quantitative tools and techniques and a balanced view of competing needs. That balanced view is the first and last qualification of the “good enough” policy analyst. (p. 385)

This frame of reference could also be added to the student of collaborative networks.

Mark Moore (1995) has provided a measurement tool to accomplish this task by requiring an assessment strategy to be brought into coherent alignment through the application of the Strategic Triangle of measurement of public value in the form of questions: (a) Is it substantively valuable to the organization, overseers, clients and beneficiaries? (b) is it legitimate and politically sustainable? Can it attract authority and political funding and does it “have legs?” and (c) Is it operationally and administratively feasible? Can the activity actually be accomplished as a contribution to the organization’s goals, and is there an identifiable need that can be mission driven and have impact? (Moore, 1995). Figure 3 reflects a graphic representation of the Strategic Triangle as discussed by Moore.

Other secondary elements that are needed to support the Strategic Triangle include: Does it have utility, is it useful, equitable, ethical, accessible, and has acceptance been determined? Is the activity better off with or without it? Lastly, is there process and tension sufficient to socially construct public value?



*Figure 3.* The measurement of public value

The delivery of services in the public sector requires a holistic view of the administrative processes that, through effective management and leadership, can be integrated in such a fashion as to be responsive to the public interest and create public value at all levels of government.

The literature available would suggest that producing public value falls on the shoulders of today's public manager to utilize a controlled environment with the exercise of discretion in the establishment of administrative processes to define, produce, and maintain public value in the midst of our chaos, complexity, and the constantly changing environment, both administratively and politically. Linden (2002) emphasizes that those involved in collaborative networks must *experience* the benefits of collaborating in their

everyday work for an extended period of time while the organizational benefits may be unclear at the start with the costs very evident and borne up front. When collaborative practices persist for several years, many see the real benefits and make believers of the skeptics. It is these efforts that respond to the creation of public value and answer the question of being substantively valuable to the organization.

As a concept, *creating public value* provides a descriptive phrase to the delivery of services to the public by the various levels of government. Its value lies in focusing on outcomes as opposed to inputs and measuring results instead of effort (Moore, 1995). The opportunity to infuse the creation of public value into public sector organizations is at the core of Larry Terry's (2003) *administrative conservatism*. It is grounded in the tension and conflict that is necessary to ensure that today's public managers stay focused on public value as the reason for being. The skills of applying public value are critical to conserving a successful mission in the face of ambiguity, uncertainty, and protracted political conflict. Being a responsible administrator, according to Terry, means creating public value that preserves institutional integrity and is grounded in good judgment and being faithful to and conserving the mission, core values, principles, and vision of the public sector organization being managed. Creating public value requires working outside our organizations to collaborate, network, and expose our organizations to the subjective criticisms, demands, and expectations of the public.

The aim of managerial work in the public sector is to create public value just as the aim of managerial work in the private sector is to create private value. It is not enough to say that public managers create results that are valued; they must be able to show the

results obtained are worth the cost of private consumption and unrestrained liberty forgone in producing the desirable results. Only then can we be sure that some public value has been created (Moore, 1995).

### Collaborative Networks in Government

The 20th century has been labeled, “The Administrative Century” by H. George Fredrickson (1999) for its efforts to reposition public administration as a force that has guided us to steadily move toward theories of cooperation, networking, governance, institutional construction and maintenance, and the formation of new methods of doing what government does.

In a complicated world where there are highly complex and individualized problems calling for customized and rapid solutions, there is a necessity for new approaches to the delivery of public sector services. As collaboration and network development became a staple term in the 21st century, Linden attempted to define the term as simplistically as possible. The essence of collaboration is within its construction itself: To co-labor, a joint effort with ownership for the end result. Collaboration occurs when people from different organizations (or units within one organization) produce something together through joint effort, resources, and decision making, and share ownership of the final product or service (Linden, 2002). Networks, on the other hand, may be defined as structures of interdependence involving multiple organizations or parts thereof; where one unit is not merely the formal subordinate of the others in some larger hierarchical arrangement (O’Toole, 1997).

Network management has been defined as the “steering of social processes toward productive ends by working with and through policy networks” (Kickert et al., 1997). Research has revealed that some of the first attempts at academic structure as it relates to collaborative networks were accomplished at Rotterdam’s Erasmus University. Network management was determined to be about facilitating relationships in order to maintain coproduction among members. Kickert, Klijn, and Koppenjan, three scholars from Erasmus University, have identified networks as the context in which policy games are played, and conceptualize collaboration as being about both problems and policy.

A distinction must be made between *network structures* and the ideas of *networking* and *networks*. Networking is the common term that refers to people making connections with each other by going to meetings and conferences, as well as through the use of communication technology such as e-mail and web discussion groups. Networks occur when links among a number of organizations or individuals become formalized and is typified by a broad mission and a joint strategically interdependent action. Typical forms of power and authority do not work in network structures (Keast et al., 2004).

Networks are also seen as a social resource. “Networking” is the umbrella term for the sharing of information, tools, skills, funds, and opportunities—the kind of cooperation in business that has always happened, and must happen (Laird, 2006). The transition from the private sector to the public sector then appears to be a natural one.

The concept of collaboration espoused by Fredrickson has been continued to be further explored by Robert Agranoff and Michael McGuire (2003) in their research efforts *Collaborative Public Management: New Strategies for Local Governments*. With



an emphasis on examining local municipalities in the Midwest that practice a form of strategic management that capitalizes on complex interorganizational and intergovernmental systems, Agranoff and McGuire have identified four elements that provide a bridge to collaborative management that include: (a) collaborative mechanisms available for achieving its strategic objectives; (b) the extent and purpose of city government collaborative management; (c) the choices of whether, why, or how to collaborate along with economic and political imperatives; and (d) numerous types or patterns of collaborative activity that exist in practice.

The types of theories used by Agranoff and McGuire consist of the *conceptual framework* and the *theoretical systems* as defined by Creswell (2003). Interestingly, Agranoff and McGuire have also observed that city administrators escape from the diktat of state and federal officials by establishing horizontal collaborative connections and using them to develop resources, manage collaboration, and develop political support for their strategy (Rethemeyer, 2005). This observation is also a part of the research effort of this study.

Myrna Mandell (2001) has prepared an interesting chronology of the public sector's efforts to engage the elements of collaborative networking in a manner that challenges the status quo and clearly defines the impact that these relatively new managerial concepts have offered thus far. She breaks the topic down into bite-sized pieces that are compartmentalized into (a) models and typologies; (b) behavioral implications; (c) lessons from analytical findings; and (d) lessons from practitioners. Mandell bridges the academe/practitioner gap by examining the issue of fit between

institutional-constitutional frameworks and networks and answers it by using experience-based case studies. Her study is also unique in its presentation of practitioner voices on collaboration.

In studying collaborative networks, educators and academics are only beginning to theorize and examine the literature. A major outpouring of research on networks has issued forth during the last decade (1994-2004) or so (O'Toole & Meier, 2004) and continues with the topic dominating the American Society of Public Administrators (ASPA) conference agenda and the recent (December 2006) publication of the *Public Administration Review* special issue on "Collaborative Public Management" sponsored by the Maxwell School of Syracuse University Program on the Analysis and Resolution of Conflicts (Stillman, 2006b).

There is considerable research to be conducted to refine the knowledge base of the topics discussed. Myrna Mandell has assembled excellent articles that capture many of the components of networking and networking structures. Clearly, she has selectively chosen each section for its content. Even though there is not a wealth of statistical data, the research cited by many of the contributors, including this author, shows that this topic is the "hot button" for the first decade of the century for the serious public administration professional. Mandell's (2001) message and example of "voluntary network" formation and the motivational issues clearly reflects the fact that collaboration and networking is a mindset that is both fluid and fragile in its structure and makeup. This compilation will assist in identifying the additional work that is needed to perfect this new effort and to create "fusion" in our public sector.

Further evidence of the extent of research into collaborative networks is explored by Mandell in her recognition that there are a number of different types of networks, categorized at least for the time being as (a) *cooperative* and meant to be utilized to exchange information or expertise; (b) *coordinative* and designed to integrate activities between organizations to provide a more efficient way of service delivery; and (c) *collaborative* to address complex or “wicked problems” through the efforts to find new ways in which services can be delivered (Mandell & Keast, 2007).

The practical experience of collaboration continues to be seen in the literature. The IBM Center for the Business of Government has published a series by Kamensky and Burlin that chronicles networks and partnerships with case studies, lessons from the examination of efforts in homeland security, virtual teams, and communities of practice. With an emphasis on collaboration being more pervasive than is thought possible, this contribution to the literature identifies many of the impediments to successfully overcoming the disarticulated state. Both authors also cite Robert Agranoff’s work on networks as a qualitative research analysis that examines the major theme of the work, the central methodological features, structure and theoretical foundation in a case work study approach. With an emphasis on how to manage in a network environment due to their prevalence in the managerial enterprise, the study focuses on public organizations, involving formal and informal structures working interdependently to exchange information and/or jointly formulating and implementing policies and programs that are designed for action through their respective organizations (Kamensky & Burlin, 2004).

As a part of the literature review for this subject matter a number of other scholarly works were also examined. Kickert et al. (1997) take the argument of network management beyond a mere redescription of government and policymaking by showing how governments can manage networks. The authors formulate their position on governance and networks from a universal perspective as scholars from the Netherlands. Their introspection and attempt at universality to reach out to an international audience on the topic of collaborative networks makes for a unique contribution and a continuation of the debate on topics such as governance and new public management.

Published reviews summarizing collaborative network research by Kickert et al. (1997), Mandell (2001), and Agranoff (2006) characterized their work as pointing the way forward for collaborative network research. As can be seen by the research conducted in this study Kickert et al., Mandell, and Agranoff's work are deeply cited as the basis for much of the work done thus far in collaborative networks (Rethemeyer, 2005).

In addition, Keith G. Provan, Mark A. Veazie, Lisa K. Staten, and Nicolette I. Teufel-Shone (2005) adapted an advanced theoretical tool from social science research to assist communities in strengthening relationships among public and nonprofit organizations. The direct result is civic capacity for addressing—and meeting—critical practical needs in functional fields such as health, human services, and economic development.

Recent literature on the subject of collaborative networks has unveiled areas of study that may also require additional research. In a study of school superintendents in

the state of Texas, it was revealed that those who participate in networks appear to have an advantage over those who do not. Creating a model to study the impact of network management, O'Toole and Meier (2004) asserted a positive relationship between managerial networking and performance. Superintendents who network were found to be more likely exposed to portions of the network that seek benefits for their districts. Interestingly, the majority of network participants were from the schools with predominantly Anglo students of higher academic status. It was those superintendents who displayed the most network engagement than their counterparts.

In a related study cited by Mitchell F. Rice (2005), in the edited text *Diversity and Public Administration: Theories, Issues, and Perspectives*, Wilbur C. Rich, a professor of political science at Wellesley College in Wellesley, Massachusetts, noted that the dawn of *mosaic networks* has created new opportunities for minorities. Mosaic networks are defined as those collaborative efforts that are multiracial, multicultural, and open to women.

As it relates to minority professionals, mosaic collaborative networks create new opportunities and are proven career builders. Rich cautions that the minority public employee can ill afford to isolate him/herself in his/her cubicle and/or office. Networking is an occupational imperative. Further, minorities can overcome discrimination by utilizing strategic career planning by their involvement in collaborative networks. It is risky to remain too local and not seek out the value of enhancing social capital through collaboration and networks. Maintaining outside contacts in networks that are available is relatively easy and exit is painless if the need may be (Rice, 2005).

Closely aligned to the issue of *mosaic networks* is the development of *social capital*. The determination of who takes part in networks, how the opportunity presents itself, and elements that determine inclusion and exclusion have become the focus of recent research. Social capital exists in and flows through personal connections and individuals' potential for making connections. Social capital operates through networks and may be defined as social assets that enable one to attract respect, generate confidence, evoke affection, and draw on loyalty in a specific setting (Laird, 2006).

#### The Researcher and the Practitioner

The desire to connect the academic researcher and the practitioner is shared by most knowledgeable fields that have a professional practice. Unlike the hard-science researcher in the laboratory, applied academic researchers interact with the inhabitants of the world they are studying to understand, regardless of whether they are interested in developing theory or informing practice. In light of this double aspiration, academic researchers in public administration try to develop knowledge by committing to work where the world of academe and policy and management meet (Ospina & Dodge, 2005).

For example, studies linking educational institutions that belong to the National Association of Schools of Public Affairs and Administration (NASPAA) have created a collaborative network with the International City/County Managers Association (ICMA) to build relations and cooperate more fully with local university public administration programs to focus on facilitating and networking among local government administrators. A study completed in 2005 revealed that overall, state associations perceive positive

value in the alliance between associations of managers and local universities (Facer & Owens, 2005).

Links between researchers and practitioners persist in public administration in spite of the distance between practice and scholarly interest. Part of the gap between academic researchers and practitioners stems from a lack of appreciation for the other's perspective when there are no bridges that connect their worlds (Ospina & Dodge, 2005).

The practice of collaborative networking is currently in full swing, absent the theoretical framework that academia would prefer. For example, there are a number of regional leadership programs in the private sector that demonstrate an effective approach to preparing and connecting a group of leaders to work together across jurisdictional boundaries created by chambers of commerce. As far back as 1984 in Denver, Colorado, a small group of civic leaders, stymied by their own lack of progress on a public issue, realized the need for a mechanism to build relationships before the need arises to address public issues collectively. The disarticulated state had spawned, out of necessity, a collaborative effort to network and obtain a better understanding of community issues and more of an explanation about how the community works (Parr & Walesh, 2004). Clearly, much of the public policy work facing communities in the 21st century will require regional collaboration and networking to achieve our community's goals.

### Skill Sets

Within a hierarchical organizational setting, there are managerial and leadership skill sets that are designed to ensure goal accomplishment. Are there skills that have proven successful in a traditional organizational setting that are transferable to a

collaborative network environment or are there different abilities that are required in order to function effectively? Conversely, are there skills that work effectively in a hierarchical setting, but are not effective in a network setting? A review of the literature to date would suggest that those who embrace the utilization of collaborative management and choose to take part in the experience of collaborative networks may not only be required to utilize their basic and more traditional command-and-control skills, but also are required to embrace a set of identifiable managerial actions that can be clearly distinguished and, in fact, may not be viewed favorably in a traditional setting.

Gulick and Urwick (1937) established the basis for command-and-control skill sets with Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting (POSDCORB) as the foundation for bringing together administration and management. Tracing the evolution of POSDCORB from Gulick's research to the punctuated equilibrium espoused by Baumgartner and Jones (1993) that evolved into the introduction of chaos and complexity theory and the disarticulated state, there is a need to embrace a new approach to resolving public issues.

One of the central research questions of this study emanates from Gulick's and Urwick's (1937) command-and-control foundation: Is there evidence of a complimentary post POSDCORB series of activities and skills that are emerging and are now perhaps required to function in a collaborative network environment?

The very preliminary research that has been conducted would reflect that while tremendous progress has been made in understanding collaborative network management and its evolution in the public, private and nonprofit sectors, significant gaps exist in the



data gathered thus far that will require a broadening of the scope of study to significantly contribute to the breadth of knowledge that may be lacking in this field of study.

The use of collaborative networks in complex environments is clearly an adaptive process to address issues that have difficult solutions. In order to successfully navigate from a silo type hierarchical organization structure to a collaborative network structure, there is a need to bridge the gap and develop adaptive skill sets that permit functioning in an environment that is demanding and, perhaps at times, chaotic. One of the major purposes of this study was to identify those skills and administrative attributes that lead to successful collaborative network participation and determine whether or not those skills are a part of the successful management skills necessary to survive in a hierarchical form of organization as well.

Kickert et al. (1997) refer to the importance of *reticulist skills* or assessment skills to correctly determine involvement, interaction processes and the distribution of information. In addition, according to Stephen Goldsmith and William D. Eggers (2004), working within a collaborative network model requires attitudes and behaviors not commonly developed as a part of the typical public manager's experience. Many public managers are accustomed to exercising hierarchical control over others and may appear uncomfortable with more indirect and negotiated control that is exercised in a collaborative network. Managing in a collaborative network environment requires flexibility and adaptability, knowing when to listen and when to lead, and understanding

the need for change and flexibility while still managing for high levels of performance against an agreed upon matrix (Goldsmith & Eggers, 2004).

The use of collaborative networks and the development of skill sets offer visible advantages to enhance interpersonal skills such as team building and effective communication, along with problem-solving and decision-making skills. Management skills and attitudes that networks require of today's public administrators are significantly different from those that fit with management in bureaucratic hierarchies. Agranoff and McGuire (2003) review a range of necessary public-management skills and attributes, including assertiveness, knowledge of the organizational landscape, the ability to recognize and tap the comparative advantages of other actors, persuasion and marketing, vision articulation, organizational culture cultivation and management, team building, conflict resolution, coordinating abilities, and transdisciplinary practice (Brinkerhoff & Brinkerhoff, 2001).

Examining collaborative networks in practice, Agranoff and McGuire have opined that there are a number of skills that are exhibited in networks that require future research efforts and exploration. Concepts, such as shared learning, empowerment based upon information as opposed to authority, creating a culture of problem solving or *groupware* that brings with it the values of equality, adaptability, and discretion with results as the goal needed further exploration. Issues such as the adoption of the principles of *soft guidance* as a replacement for command and control must be balanced with social forces and the interest of the participants. There is a focus on joint decision

forces that implies coequal, interdependent, patterned, and ostensibly equally weighted relationships (Agranoff & McGuire, 2003).

The complexity of today's public sector environment coupled with the challenge faced with wicked problems and those issues without solutions requires that one examine what has been successful and learn as much as possible from the lessons of others.

Expanding upon his work with Michael McGuire in 2003 in *Collaborative Public Management*, Robert Agranoff examined networks and network managers to identify the skill sets that may contrast the hierarchical experience with the network experience. In summary, Agranoff developed the "Ten Lessons on How to Manage in Networks" that are reflected in John Kamensky and Thomas Burlin's edited version of *Collaboration Using Networks and Partnerships* viewed as Figure 4:

- |  |
|--|
| <p>Ten Lessons on How to Manage in Networks</p> <ol style="list-style-type: none"><li>1. Be representative of your agency and the network.</li><li>2. Take a share of the administrative burden.</li><li>3. Operate by agenda orchestration.</li><li>4. Recognize shared expertise-based authority.</li><li>5. Stay within the decision bounds of your network.</li><li>6. Accommodate and adjust while maintaining purpose</li><li>7. Be as creative as possible.</li><li>8. Be patient and use interpersonal skills.</li><li>9. Recruit constantly.</li><li>10. Emphasize incentives. (Agranoff, 2004)</li></ol> |
|--|

*Figure 4.* Ten lessons on how to manage in networks.

It is clear from the current literature that while there are skill sets that transcend the hierarchical organization to the collaborative network, there appears to be an

emphasis on specific qualities that set functioning in a network environment apart from the traditional structured environment. A collateral study was conducted by Russell M. Linden (2002) who examined the qualities of collaborative leaders. Linden opined that there were four skills that appeared to be dominant, diverse, and yet striking (see Figure 5).

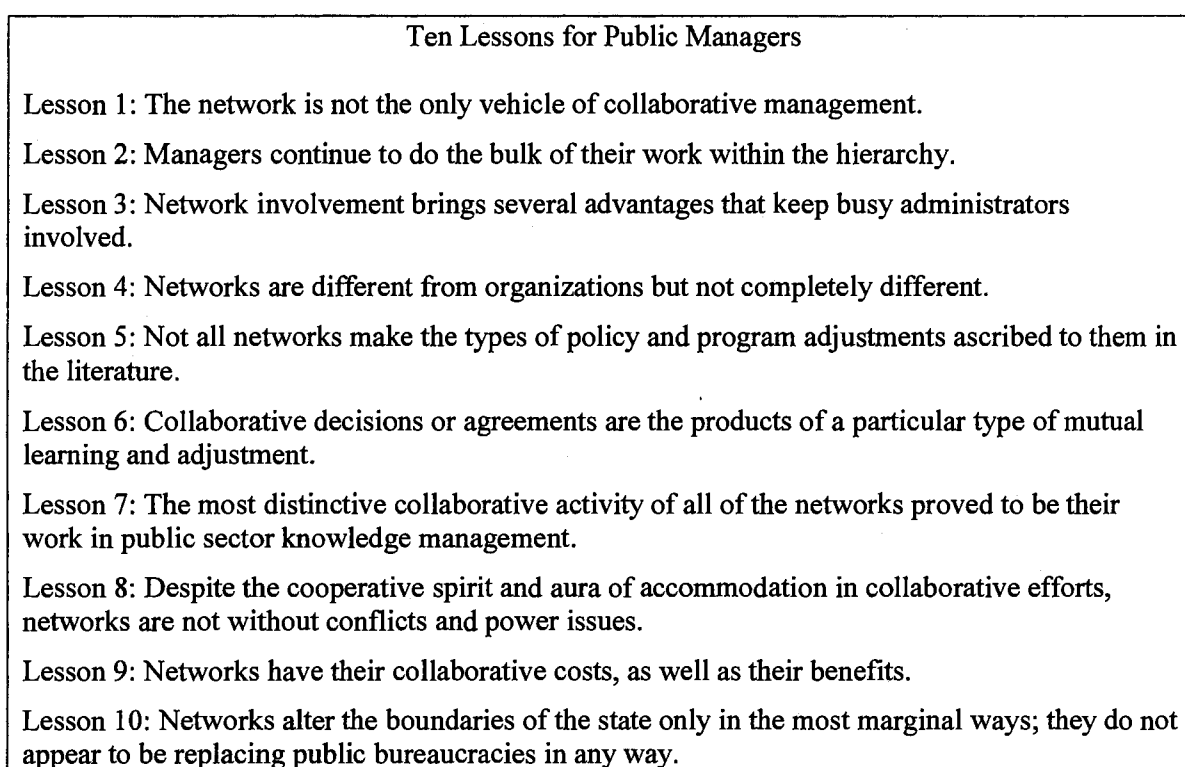
Four Qualities of Collaborative Leaders
1. Resolute and driven-especially about collaboration.
2. Modest—a strong but measured ego.
3. Inclusive—uses “pull” much more than “push.”
4. Collaborative mindset—sees connections to something larger.

*Figure 5. Four qualities of collaborative leaders. From Russell M. Linden, *Working Across Boundaries: Making Collaboration Work in Government and Nonprofit Organizations* (San Francisco: Jossey-Bass, 2002).*

In a more recent study Robert Agranoff (2006) has suggested that it is time to go beyond just heralding the importance of networks as a form of collaborative public management and look inside their operations. The inconvenience of hierarchies to address issues of contemporary importance has led to a reliance on alternative organizational structures as a means to accomplish that which cannot be observed, responded to, or resolved through the application of POSDCORB strategies. Are the skills that managers, supervisors, and administrators develop and utilize on a daily basis in the hierarchical setting transferable to the collaborative network environment? Are there new skills or perhaps merely latent skills that are dormant in a traditional organizational setting that must emerge in a collaborative environment? While hopefully

this study will shed some light on this area of collaborative network study, there is an emerging amount of data that would suggest that the study of networks of practice may reveal rather interesting results.

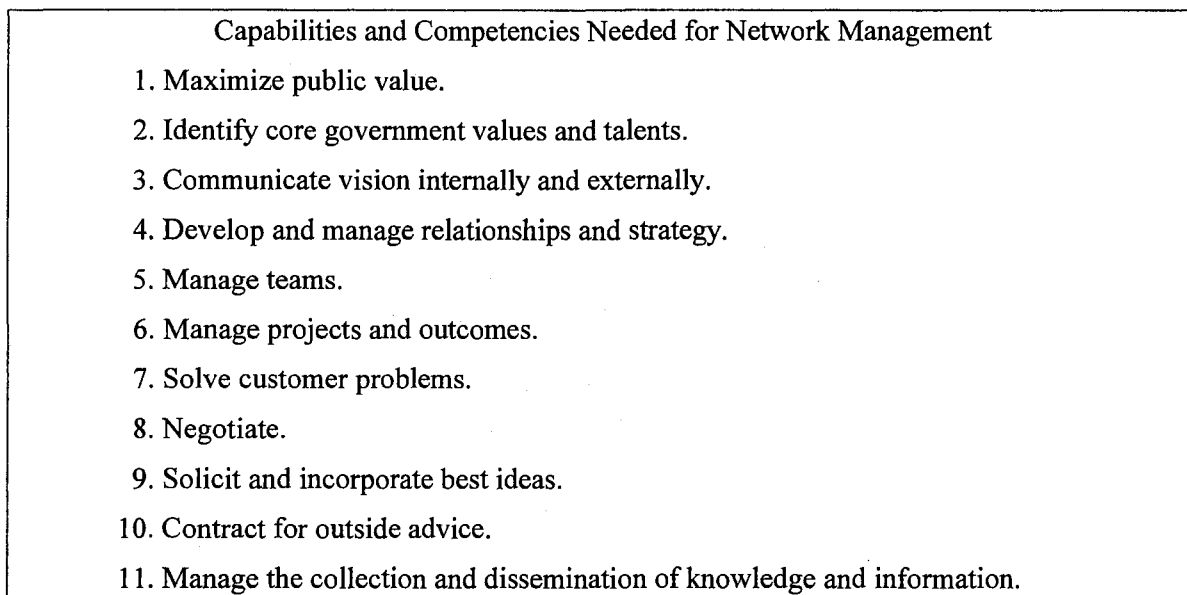
As the result of studying 14 collaborative networks, Robert Agranoff (2006) has identified ten lessons for public managers that are summarized in Figure 6. Chapters V and VI further address the underlying issues that may or may not support these lessons.



*Figure 6.* Ten lessons for public managers. From “Inside Collaborative Networks: Ten Lessons for Public Managers,” by Robert Agranoff, in *Public Administration Review*, 66 (suppl.), 56-65.

As research continues to identify network skills, Goldsmith and Eggers (2004) have opined that collaborative skills are not currently sought nor valued by government. With job descriptions that expect such new age thinking as empowerment to solve

problems, increased discretion and fewer layers of supervision, the authors have identified capabilities and competencies needed for network management as outlined in Figure 7.



*Figure 7. Capabilities and competencies needed for network management. From Stephen Goldsmith and William D. Eggers, *Governing by Network: The New Shape of the Public Sector* (Washington, DC: The Brookings Institute).*

The complexity of collaborative networks is compounded by the skill sets that are required in such an adaptive environment. The previous brief discussion establishes a framework for additional research to expand the level of knowledge of what is known about collaborative networks in the public sector. Through the use of this empirical study it is anticipated that this research effort will add to the existing knowledge as well as prompt additional research into the skill sets required to function effectively and create public value for collaborative networks in complex environments.

## Social Network Analysis

Through the IBM Center for the Business of Government, independent researchers and consultants have been studying the substantial changes that are underway at all levels of government in the United States and in other nations across the world through a variety of endowment funded research efforts (Abramson, Breul and Kamensky (2006). The Research Center has supported the academic literature with studies on networks to analyze and understand the structure of relationships that make up multilevel partnerships. However, the tool is not well known outside of the small group of researchers who study networks. An understanding of how networks are structured has been shown to provide a valuable way of recognizing how both social and physical systems operate and how seemingly random actions are connected (Provan et al., 2005).

The use of social network analysis as a management tool is accelerating in the private sector (McGregor, 2006a). While collaboration and networking are flourishing in business, it still appears that this tool is only now surfacing in the public sector. Through the use of network analysis, software programs are being developed that can track the level of networking that exists in organizations. Additionally, network mapping is being used to determine overlapping research interests and where there is potential for collaboration where it may not exist. Mapping of networks can show where silos are occurring, where integration is not present, and where collaboration could or should be happening, but is not. While knowledge sharing is one of the most common reasons given for employing collaborative networks, managers are finding other useful applications such as leadership training, succession planning, sparking of innovation, and

identification of new talent that may not show up on the organization chart (McGregor, 2006a).

Social network analysis consists of a body of qualitative measures of network structure, yet it is also viewed as an inherently interdisciplinary endeavor that developed out of a propitious meeting of social theory and application, with formal mathematical, statistical, and computing methodology. The concepts of relation, network, and structure arose almost independently in several social and behavioral science disciplines (Wasserman & Faust, 1994).

The production of social science data involves a process of interpretation. This interpretation requires that social scientists formulate distinct types of data, to each of which distinct methods of analysis are appropriate. The methods of social network analysis provide formal statements about social properties and processes that must be defined in precise and consistent ways (Freeman, 2004). John Scott's tracing of the historical perspective in his text *Social Network Analysis* shows a movement from the British researchers to Harvard University and the Massachusetts Institute of Technology as the focus of research on the topic moved to sociometric analysis as a description of the general style of research that arose from the gestalt tradition (Scott, 1991).

In 1925, Jacob Moreno devised the sociogram as a way of representing the formal properties of social configurations in the study of network analysis and also has been credited with being the founder of sociometry, the precursor to social network analysis and social psychology (Wasserman & Faust, 1994). For Moreno, social configurations had definite and discernible structures, and the mapping of these structures into a



sociogram allowed a researcher to visualize the channels through which information could flow from one person to another and through which one individual could influence another. The construction of sociograms allowed researchers to identify leaders and isolated individuals, to uncover asymmetry and reciprocity, and to map chains of connection (Scott, 1991).

The use of social network analysis and the application of sociograms as a management tool is accelerating, albeit primarily in the private sector. Viewed as a tool of innovation for corporate survival, social network analysis of collaborative networks of practice lets managers survey the informal interactions between different groups that lead to new ideas. Interestingly, it also exposes the glaring gaps in collaboration where groups are not interacting but should be. Social network analysis makes the collaborative network more visible and makes it much easier to examine and analyze (McGregor, 2006a).

### Examining the Public Value of Collaborative Networks

A review of the literature relating to collaborative networks reflects an aggressive evolution that for the purpose of this study commences with the introduction of Luther Gulick's POSDCORB concepts. Tracing the development that has been displayed in public administration since the Woodrow Wilson years, there can be seen a cumulative level of sophistication, coupled with periods of instability that have emerged. Public administrators have labeled various timeframes with terms that reflect the dominant tenor of this period of advancement (see Table 1) portrays the dominant themes, tracing the major issues that have permeated growth and sophistication that has resulted in the more

expansive use of collaborative networks to address issues within public administration. This evolution is a combination of cumulative and compounding issues that generate periods that are viewed as chaotic, complex, and disarticulated, yet challenged with the requirement to create public value. Collaborative networks are a response to these themes as a method to make sense of the chaos, sort out the complexity, and articulate the disarticulated. This study is dedicated to the authors cited for their interest in collaborative networks and the creation of public value.

### Summary

This literature review set out to examine the origin of collaborative networks and their evolution from the private business sector into the public sector. Responding as an alternative communications vehicle, collaborative networks were seen as a response to the chaos and complexity that emerged from the 1950s and 1960s that was reflected in the punctuated-equilibrium and incrementalism as a response to the rapid speed in change, the introduction of technology, and the inability of the hierarchical setting to respond in an organized fashion.

The pronouncement of the disarticulated state and administrative conjunction led to the exploration of public value and its relevance. There was further study of the evolution of collaborative networks in government as depicted by a small but determined group of authors who had surfaced the network phenomenon. Examining the research conducted as well as the networks of practice led to a study of the leadership and management skill sets necessary to function as well as the introduction of social network analysis as the basis for the study of networks in the workplace.

Table 1  
*The Evolution of the Public Value of Collaborative Networks Theoretical Model*

	The J curve (Harvey, Bearley, Corkrum, 1997)	Punctuated equilibrium (Baumgartner & Jones, 1993)	Chaos theory Gleick (1987; Williams, 1997; Gambel, 1993)	Complexity theory (Newell & Meek, 2005)	Disarticulated state (Frederickson, 1999; Linden, 2002)	Public value (Moore, 1995)	Collaborative networks (Agranoff & McGuire, 2003; Goldsmith & Eggers, 2004; Kamensky, 2004; Mandell, 2001)
POSDCORB (Gulick, 1937)	The admin. state (Waldo, 1948)						
1. Planning	1. Scientific management	1. Incremental change	1. Nonequilibrium	1. Uncertainty	1. Social & economic	1. Substantially valuable	1. Partnerships/linkages
2. Organizing	2. Spasms of change	2. Major change	2. No-linear cause & effect	2. Multi-variable beliefs	2. Soft boundaries	2. Politically sustainable	2. Synergy
3. Staffing	3. Worlds of change	3. Logic of stability	3. Randomness	3. Ideals	3. Administrative	3. Administratively feasible	3. Leveraging
4. Directing	4. Spasms of change	4. Stasis	4. Unpredictable	4. Static	4. Conjunction	4. Networks of practice	4. Strategic collaboration
5. Coordinating	5. Spasms of change	5. Leaps		5. Embedded	5. Lack of consensus	5. Social network analysis	5. Strategic collaboration
6. Reporting	6. Stability of principals			6. Dynamic	6. No means to ends	6. Process	6. Social network analysis
7. Budgeting					7. Shareholders	7. Tension	7. Wicked problems
						8. Utility	8. Government by network
						9. Equitable	9. Multiorganizational/sector/community
						9. Ethical	
						9. Acceptable	
1937	1948	1960s	1970s	1980s	1990s	2000s	New millennium

This research effort is a study of academic importance to the various schools of public administration that is grounded in an academic setting to study a series of practitioner-based networks that practice the art/science of collaboration. Academic theory may be suspended or flattened by the selected case study participants, but it does not mean that the research effort and its results are not a strong contribution to the literature of collaborative networks. A practical understanding of how these collaborative networks operate, their theoretical basis, and how they may be strengthened could be enhanced considerably through a continued examination of collaborative networks of practice in the public sector.

Understanding life in organizations, and between organizations, comes by giving a voice to the practitioner activities to produce new knowledge that adds public value to the study of a repositioned public administration. The study of collaborative networks now moves to an examination of the theoretical framework upon which this research effort is based.

## CHAPTER III

### THEORETICAL FRAMEWORK

#### Introduction

This chapter examines the literature relevant to the theoretical framework established by the research questions and hypotheses. Initially, there is a general discussion of the overall value of theory and its application to public administration and public organizations, with a reflection on theory architecture. This is followed by an in-depth discussion of the literature of theory constructs as it relates to collaborative networks, with an emphasis on the dynamics of theories/theorists and their individual contributions.

#### Philosophical Foundation

Theory serves the interests of social control by explicating cause-and-effect relations among variables that are regarded as important by the theorist. They may provide a means for interpreting problematic situations or a carefully reasoned basis for normative criticism. Theory may be defined as any intellectual construct that enables someone to make sense of a situation or a problem. A *practical* theory, then, is one that either illuminates possibilities for action that would not otherwise be apparent or stimulates greater understanding of what the person has already been doing. Theory also has a *novelty* feature that evokes new and unexpected insights that are different from those revealed by common sense or illuminated by other ways of looking at the situation.

While not a substitute for thinking, learning and applying theory may enable an understanding of the present in order to act toward the future (Harmon & Mayer, 1986). One of the purposes of this study is to add theoretical constructs to collaborative networks and their public value by extracting those theories from networks of practice.

There are formal theories of public organization that have been applied to public administration theory. Students of public administration, in their study of the various sources of understanding public organizations, apply, develop, and are guided by theory as a means of providing a benchmark against which measurements are made regarding organizational life. While theorists differ with respect to what constitutes an appropriate theoretical base for understanding public organization, most agree that the purpose of theory generally is to provide a more coherent and integrated understanding of the world than might otherwise be held (Denhardt, 2000).

Theory building in public administration has been viewed as a part of the governmental process and therefore may be compared to other studies in political science. This has not always been the case. Public administration writers, until Dwight Waldo's *The Administrative State* was published in 1948, always supposed that they were to be concerned only with facts. Waldo (1948) commented that "there is something paradoxical in a study of the theories of a group of writers who until recently have been indifferent or hostile to 'theory'" (p. v). An application of theory, then, must be viewed as simply a part of a larger political theory within the context of public organization. This study is an exploration of existing theory applications as well as transcending to new theoretical perspectives relating to the phenomenon of collaborative networks.

Continuing to expound on this evolution of theory application, public organizations have been viewed much the same as private organizations in many respects. In this view, a theory of public organization is simply a part of a larger theory of organizations. It then can be argued that public administration theory as a professional field, much like law or medicine, draws on various theoretical perspectives to produce practical impacts (Denhardt, 2000). To Dwight Waldo's (1948) credit, his insights that "organizational 'theorists' incline more often than not in one direction or another; their significance lies not in what they hold, but in the manner in which they are reached" (p. 154).

Before the scope of theories is examined it should be framed within two additional tendencies in public administration theory. First, much of the theory expounded upon in the literature of public administration today focuses on large and more complex organizations and bureaucratic structures and hierarchies. It is possible to define public administration theory in a more open organizational forum that may not fit the traditional view of bureaucratic organizations. This requires a focus on the examination of coordinated activities, issues, and alternative models of governance rather than the more formal structure or hierarchy. Second, within a new public administration the application of theory must remain open to a less restrictive view of service delivery, enforcement of obligations, and the movement and delivery of public discourse. As public administration theorists and practitioners, there is a need to consider alternative modes of organization even while taking the attributes of bureaucracies as the defining characteristic upon which new theories are developed.

## Theory and Practice

There are multiple demands placed upon the concept of public administration theory. First, there is the requirement of theory to be complex; it demands that all sides be examined in the name of thoroughness in search of an explanation and understanding. Theory demands an examination of the past, a frame of reference for the present, and an application to the future to clarify the little or unknown. Yet, theory also requires simplicity. Not every concept can have a theory, nor are all concerns and elements always available for dissection. There must be a satisfactory way to translate theory into action, developing perspectives that are simultaneously complex yet simple in their application.

Theory endures when it has context and meaning. For the practitioner, there is a demand from the profession of public administration of not only context and meaning but also guidance as to how to carry out the work more effectively and aid in comprehending the experience of the workplace as it translates into theory. Personal engagement of theory, or the application to wicked problems of the real world, suggests there is a gap that needs filling in theory building and that the practitioners and theorists both must contribute and be a part of its construction. This study of the networks of practice provides an additional piece of that construction from the practitioners of three central collaborative networks.

Many practitioners and scholars in public administration have lamented on the current relationship of theory to practice. The problem in the past has been not a failure of theory but a failure of theory building. The match between theory and practice is, at best, imperfect; at worst, totally unsuitable (Denhardt, 2000).



Harmon and Mayer reflect:

Theories never seem to do what we want them to do, namely tell us how to act tomorrow. At the same time, the practice of public administration is rife with theory; there is no substantive area of public administration (health, education, welfare, science) that is not replete with its own theoretical literature, not to mention the grander theories of public policy embodied in Keynesian and supply-side economics. (p. 392)

The relation between practice and theory is well indicated in the popular saying that we learn best through “trial and error.” Trial is practice; error refers to theory. In principle, theory should not be contrasted to practice; rather, theory relates to practice. That is, scientists accept a theory (and its practical applications) only when the methodology for using it is logically and explicitly pointed out. Unlike philosophical works, scientific theories are abstractions representing certain aspects of the empirical world; they are concerned with the *how* and *why* of empirical phenomena, not with the *should be* (Frankfort-Nachmias & Nachmias, 2000).

No discussion of a theoretical framework would be complete without a reference to the two major schools of thought regarding the scientific discipline and the social sciences: theory-then-research and research-then-theory strategies. The question posed by public administration scholars is whether or not first to construct theories and models and then move to the world of empirical research, or whether the theory should follow empirical research.

According to one major school of thought, theory should come first, to be followed by research. This is referred to as the theory-then-research strategy espoused by Karl Popper. He argued that scientific knowledge progresses most rapidly when scientists develop ideas and then attempt to refute them through empirical research. His view was

that research seldom generates new theories, or that it could serve as a logical basis for theory construction. Popper opined that theories “can only be reached by intuition, based upon something like an intellectual love of the objects of experience”

(Frankfort-Nachmias & Nachmias, 2000, p. 42).

An alternative and contrasting view of this theory was developed by Robert Merton as a proponent of the research-then-theory strategy. Merton argued that empirical research goes far beyond the passive role of verifying and testing theory and performs at least four major functions which help shape the development of theory. He opined that research initiates, reformulates, deflects, and clarifies theory. Empirical research suggests new problems for theory by investigating a phenomenon, measuring the attributes, analyzing the resulting data, and then discovering systematic patterns to construct a theory (Merton, 1968). It is the examination of the blending of both Merton’s and Popper’s premise that are the foundation of this study.

Clearly, both strategies regard theory construction and refinement as the foremost manifestation of scientific progress. Chava Frankfort-Nachmias and David Nachmias (2000) contend that no dogmatic commitment to either strategy is necessary for the conduct of research. The social sciences have progressed in spite of this controversy, and scientific research has been pursued under both strategies.

This research effort is designed to build a bridge between theory and practice that can frame or reframe theory building with collaborative networks by focusing on the study of involvement, function and sustainability, skills, effectiveness, and policy consequences through the application of both strategies. The intent of this research effort

is to examine the context and meaning of theory as viewed by the public administrator of today as it relates to collaborative networks.

The study examines the practice of public administration and how it can be influenced through explanation and understanding of the wicked problems faced and the action that is necessary to be taken by those responsible for the execution of their duties as participants in a collaborative network. The use of empirical research to address the problems and issues in public administration is designed not only for the use by collaborative networks but also the use of traditional hierarchical organizations.

Public administration is settled between theory and practice as it becomes faced with problems and issues that continually challenge the traditional models of action. Theory is influenced by context and meaning while practice requires an understanding and explanation in order to address those problems and issues. Addressing wicked issues or problems as well as those that may be characterized as tame problems places public administration in the position of making a determination as to whether it is a hierarchical action, a management action, or a network action. See Figure 8 for a presentation of a model designed to address both theory and practice as the science of public administration.

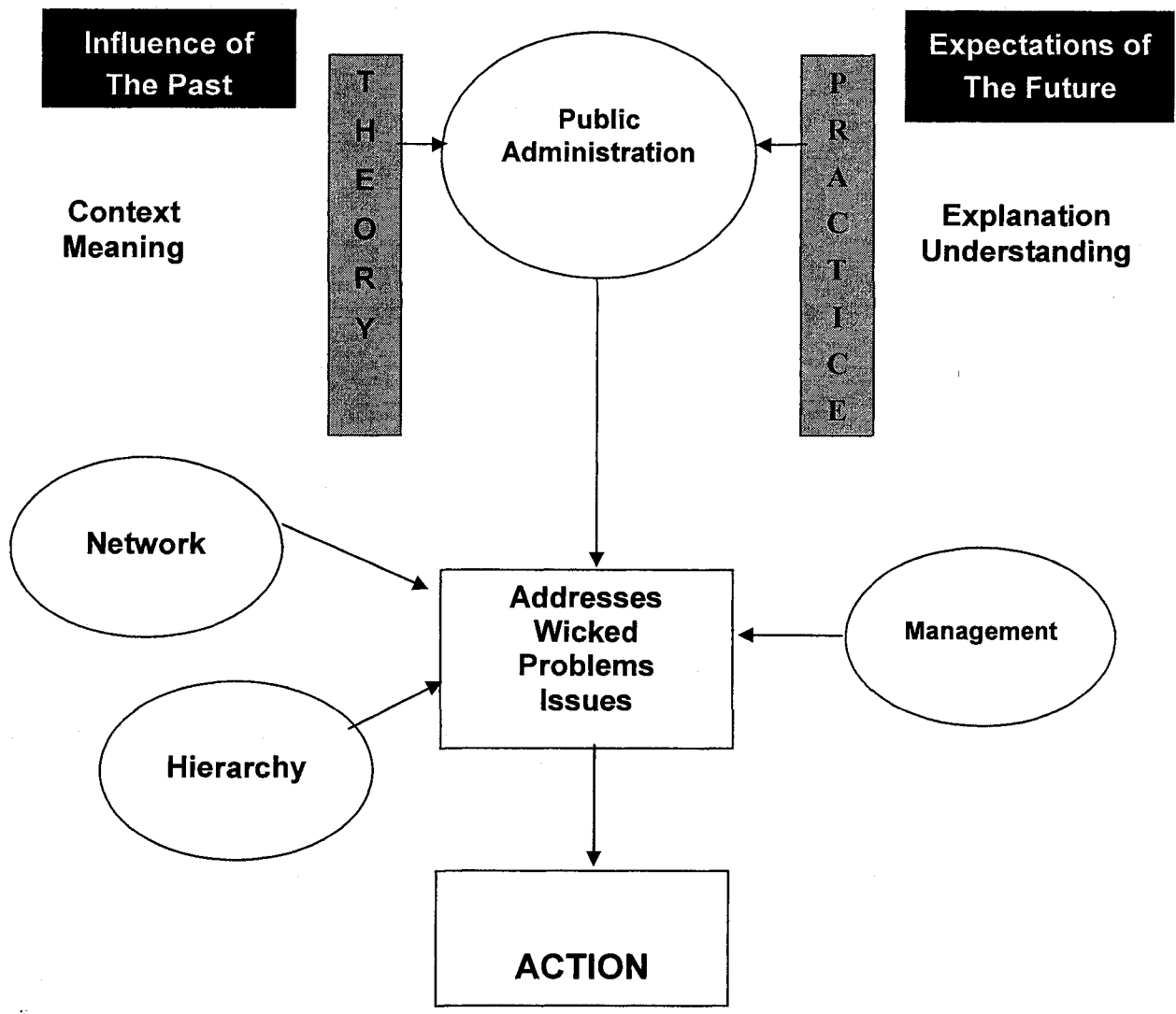


Figure 8. A model for theory and practice.

### Public Administration, Incrementalism, and Punctuated-Equilibrium Theory

Public administration is an eclectic field. The building of formal or implicit theories that influence the study of public organizations requires relevant efforts by both the scholar and the practitioner. Evolving from the various academic disciplines to stand on its own merits, the arena of public administration is a study of management, curriculum, and evolutionary fields of study that requires that it be recognized not as an appendage of another discipline but that it be treated as a professional field of practice with an extremely broad contributing base upon which to build its own theories. In addition, it should be acknowledged that because of its complex nature, not all laws of science apply. There is more than enough chaos and complexity to sort out within public administration that truly warrants its own categorical field of study.

No study of public administration and collaborative networks would be complete without a review of the theory of *punctuated-equilibrium* and its impact on explaining change in American policymaking. *Punctuated-equilibrium* (PE) theory seeks to explain a simple observation: Political processes are often driven by logic of stability and incrementalism, but occasionally they also produce large-scale departures from the past. Both stability and change are important elements of collaborative networks and public administration. PE theory places the policy process on a double foundation of political institutions and boundedly rational decision-making, driven by issue definition and agenda setting (True, Jones, & Baumgartner, 1999). The study of *equilibria* can be either exact or approximate. It can be always approached but never quite achieved. As is seen with legislation and policy development, it can be partial or more complete, short term or

long term. Equilibrium is simply a result in a moment in time that is there after something has settled down and there is an adjustment process (Schilling, 2006). Political and social scientists then become particularly interested in analysis of what happened after and what happened before there were equilibria.

The application of PE theory to collaborative networks addresses a key element not only in policymaking from a macro perspective but from the vantage point of issue management and departures from the status quo. As collaborative networks are examined in this study, the issues addressed may be propositions associated with incrementalism, stability, or dramatic upheavals in the status quo that require large-scale change. Neither boundedly rational theories of incrementalism nor globally rational theories of preference maximization fit well with the joint observations of stasis and dramatic change that are the dual foci of the PE approach.

The theory of incrementalism as an isolated element of public administration theory is worthy of exploration at this point. Political scientist Charles E. Lindblom first presented the theory of incrementalism in the course of a critique of the traditional rational model of decision-making in his article, "The Science of Muddling Through," in a 1959 issue of *Public Administration Review*. The theory of incrementalism views public policy as a continuation of past government activities with only incremental modifications. Existing programs, policies, and expenditures are considered as a base, and attention is concentrated on new programs and policies and on increases, decreases, or modifications of current programs. A principle behind this theory is that there is a

general acceptance of the legitimacy of established programs and tacitly an agreement to continue previous policies (Lindblom, 1959).

This theory is based upon four premises: (a) that there is not ample time, information, or money to investigate all the alternatives to the status quo; (b) that policymakers accept the legitimacy of previous policies because of the uncertainty about the consequences of completely new or different policies; (c) there may be a heavy investment in existing programs which would preclude any really radical change; and (d) incrementalism is expedient with agreement coming easier when the items in dispute are only increases or decreases or modifications to existing programs (Dye, 2002).

Incrementalism as a theory is important to reduce conflict, maintain stability, and preserve the system itself. Rarely do human beings act to maximize all their values; more often they act to satisfy particular demands, seldom searching for the “one best way” but instead ending their search when they find “a way that will work.” In the absence of any agreed-upon societal goals or values, the theory of incrementalism views that it is easier for a pluralistic society to continue existing programs rather than to engage in overall planning toward specific societal or organizational goals (Dye, 2002). Its application to collaborative networks will be studied as a function of the impact that results when policy consequences are examined.

Rather than centering on the problems of purely incremental policy theories or purely rational choice theories, PE extends current agenda-setting theories to deal with both policy stasis and policy punctuations. Additionally, *punctuated-equilibrium*, as a theory provides an expectation that some policy punctuation is under way almost all of

the time. The theory joins institutional settings and decision-making processes to predict that the magnitude of local changes will be related to their systems-level frequency of occurrence. *Punctuated-equilibrium theory* predicts a form of systems-level stability, but may not help to make specific predictions for particular issues (True et al., 1999). An examination of collaborative networks will determine if they lend themselves to the *punctuated-equilibrium* framework or whether the issues and rationale for participation in a collaborative network are related.

#### Empirical, Mid-Range, and Applied Theory

Designations of theory that may be related to the various purposes of research provide an opportunity to label each study based upon a definition or type of theory. The study of collaborative networks appears to touch on the majority, if not all of the types of theories articulated by H. George Frederickson for the domains of public administration (Frederickson & Smith, 2003). For the purposes of this research effort, the empirical, mid-range, and applied theories will be cited.

The study of collaborative networks in complex public environments requires that there be a need to describe, explain, and direct the future of this phenomenon with prescribed solutions for a variety of purposes. Examining the public value of collaborative networks will require surveying those with experience as a practitioner in networking, characterizing, and categorizing their observations and behavior, and measuring to some degree their assessment of their own participation. The use of *empirical research theory* is, therefore, a critical part of the examination of collaborative networks.



A study of the public value of collaborative networks in complex public environments has a relatively specific and narrow focus as it relates to the overall grand scheme of public administration. If the role of theory in the field of public administration is to assist in bringing critical, analytical intelligence to bear on the design and choice of institutional arrangements for achieving the goals of public policy, then the study of collaborative networks aptly is a *mid-range theory* that will establish a series of systematically related generalizations that will suggest even further new studies and empirical testing that hopefully may lead to intentionally better public organization performance.

There is every reason to believe that embarking upon a study of the public value of collaborative networks in complex public environments will be useful knowledge in the practice of public administration. *Applied theory* would provide practical generalizations about how public managers should behave while observing or participating in collaborative networks or even contemplating taking part as a member of an association or network. Perhaps the largest challenge of *applied theory* lies with placing studies of this magnitude into the hands of practitioners as a useful and practical tool intended to inform and suggest that public management theory, in order to be truly *applied theory*, be relevant, accessible, and problem-solution oriented. It is the intent of this study to ensure that an examination of the public value of collaborative networks be viewed as *applied theory* as it contributes to the body of knowledge, be relevant, accessible, and problem-solution oriented.

### Analytic Induction and Grounded Theory

This research effort is designed to formulate a series of questions to be answered, collect the data, and examine the data for the purpose of developing theory. The problems associated with *analytic induction* have not always endeared this approach to the qualitative researcher. The results may specify the conditions that are sufficient for the phenomenon occurring but may not specify the necessary conditions that lead up to the results. The question would remain in the minds of the researcher as to whether such information was necessary for the study (Bryman, 2004).

The theory developed from *analytic induction* is referred to as *Grounded Theory*. *Grounded theory* arises out of and is directly relevant to the particular setting under study (Frankfort-Nachmias & Nachmias, 2000). It is becoming the most widely used framework for analyzing qualitative data. *Grounded theory* may be defined as theory derived from data systematically gathered and analyzed through the research process. Data collection, analysis, and eventual theory stand in close relationship to one another (Strauss, 1998). Two central features of *Grounded Theory* are (a) that it is concerned with the development of theory out of data, and (b) the approach is iterative, or recursive, as it is sometimes called, meaning that data collection and analysis proceed in tandem, repeatedly referring back to each other (Bryman, 2004).

The tools utilized in *Grounded Theory* are the tools utilized in this study; theoretical sampling, coding, and theoretical saturation. With an exhaustive questionnaire and access to all research participants, there will be an examination of the data to determine the fit with the concepts developed and explored to assess the point where new

data are no longer illuminating the concept and a theoretical system emerges as the result of comparison of the phenomena being studied. The concepts and categories such as the study of involvement, function, skills, effectiveness, and policy consequences are the key elements in the application of *Grounded Theory*.

Most *Grounded Theory* studies are substantive in character; in other words, they pertain to the specific social phenomenon being researched (the public value of collaborative networks) and not to a broader range of phenomena even though there is the possibility that they may have much broader applicability. In addition, the presence of competing accounts of the ingredients of the study does not make it easy to characterize or establish the use of Grounded Theory (Bryman, 2004). Substantial learning can occur when there is movement toward the realm of process generalization. Here connections can be made between the data generated by experience, theories, or generalizations that can help explain that experience (Denhardt, 2000).

Overall, *Grounded Theory* represents the most influential general strategy for conducting qualitative data analysis. In addition to many of the core processes of *Grounded Theory*, the very idea of allowing theoretical ideas to emerge out of the data has been very influential in advancing the theoretical systems examined. The research associated with this study of collaborative networks in the public sector will be evaluated within this framework.

### Group and Network Theory

Due to the fact that a portion of this study makes reference to the surveying of three distinct associations/networks, the application of *Group Theory* deserves some mention. Many of the criteria associated with groups are present in the three networks studied, however with some limitations. Group Theory begins with the proposition that interaction among groups is the central fact of politics (Truman, 1954). Individuals with common interests band together formally or informally to press their demands. Clearly, the members of each of the associations/networks examined have a shared-attitude for the network they are a part of. Equilibrium within group theory is held together by several forces and is determined by the influence that is wielded and by whom it is wielded. It is influenced by the number of participants in the network, their organizational representative strength, leadership skills, access, and internal cohesion (Dye, 2002).

The notion of group has been given a wide range of definitions. For the purpose of this study, *group* is the collection of all actors on which the ties are to be measured. One must be able to argue by theoretical, empirical, or conceptual criteria that the actors in the group belong together in a more or less bounded set (Wasserman & Faust, 1994). The three networks studied have formed work-social units that translate into actors within the context of the individual network.

Those who choose to associate themselves with groups, coalitions, networks, or other collaborative entities decide on their participation based upon a number of factors, many of them altruistic and derived from a variety of motivations. Participants who belong to associations and networks of practice that emerge from professional contacts

within and outside of hierarchical settings are many times seen as issue driven. Voluntary groups, seen as forming an important middle way between Thoreauvian solitude and domination by too powerful a government, have long been admired in the United States. American associationalism, in the wake of World War II, was portrayed as a major defense against centralized power and majoritarian tyranny. In the heyday of pluralistic theorizing, the many national organizations with offices in Washington, DC, were thought to exhibit the health of the society and the beneficial clash on interests.

The development of associations found its origins in the field of higher education. Examining its evolution and history, Hugh Hawkins, a professor of history and American studies at Amherst College, has opined that associationalism asserted that a proper government was limited in its powers. A society with such a government allowed ample room for other centers of authority. Associations that utilized networking across hierarchical settings were seen as performing socially necessary tasks. They were seen not as wielders of power but as exemplars of mutual aid. Much of the appeal of associationalism and networking came from its sense of moderation (Hawkins, 1992).

One of the first academic efforts to examine the theoretical structure of networks was accomplished by Erik-Hans Klijn and Joop F. M. Koppenjan of Erasmus University, Rotterdam, the Netherlands. At the time of their study, a major point of criticism of the network approach is that it lacked both a theoretical foundation and clear concepts. Rejecting this premise, it was their collective opinion that the network approach builds on several theoretical traditions (Klijn & Koppenjan, 2000).

The use of the network concept in policy science dates back to the early 1970s. Such an examination finds the influence of theoretical notions from interorganizational theory and insights and the interaction between a multitudes of actors. Organizational survival has its basis in resources from other organizations. These organizations engage in exchange relations with each other and a network of mutually dependent actors emerges from this exchange.

*Network Theory* has certain key features that require distinguishing. The most basic feature of network theory is the use of structural or relational information to study or test theories. Because network measurements give rise to data that are unlike other social and behavioral science data, an entire body of methods has been developed for their analysis. Klijn and Koppenjan argue that the policy network approach has developed into a relatively elaborate, empirically grounded and recognizable theoretical framework. Despite scholarly and substantial work, the network approach can hardly be considered to be widely accepted as a theory on which practitioners in the public sector base their actions. Their prediction that network theory will prove to be an important source of inspiration for the development of public management is borne out of research and theory that has been developed in the last 30 years as network management strategies have become a part of standard operating procedures in the public sector.

*Social network theories* require specification in terms of patterns of relations, characterizing a group or social system as a whole. These theories may be stated as propositions about group relational structure. Network theories can pertain to units at

different levels of aggregation; individual actors, dyads, triads, subgroups, and groups. It is the subgroup and group aggregation that will be the subject of this study and analysis.

The network perspective, the theories, and the measurements they spawn are thus quite wide-ranging. Governments have collaborated extensively with private firms, associations, and charitable organizations to accomplish public goals and deliver services. Today's networked government trend is both greater in breadth and different in kind than anything seen previously (Goldsmith & Eggers, 2004). Rarely does a standard theory lead to theoretical statements and hence measurements at more than a single level. The implications of network theory are daunting. Applying ideas of network management means a redefinition of the more traditional roles of politicians, civil servants, interest group involvement, and citizen participation. Clearly the implications of network theory, as it relates to the study of collaborative networks, are critical.

The social networks to be studied consist of a finite set or sets of actors and the relation or relations defined. It should be emphasized that network analysis is inherently an interdisciplinary endeavor. The concepts have been developed out of a propitious meeting of social theory and application, with formal mathematical, statistical, and computing methodology. Social network theory has left the social scientist, mathematician, and statistician richer from the collaborative efforts of researchers working across disciplines. The presence of relational information is a critical and defining feature of the social network theory (Wasserman & Faust, 1994). While not a primary focus of this study, social network analysis, its theory and application, is a part of

the overall examination of collaborative networks and will be elaborated upon in chapters V and VI.

### Summary

Relating theory to practice is the challenge of today's public administrator. This chapter has been designed to examine the philosophical foundation of practical theory with the theories that abound in public administration. The development of theory from a general to a specific application in public administration has provided the foundation for examining the relationship between theory and practice and theory and research.

Incrementalism and punctuated equilibrium are developed as the basis of collaborative networks and add to the growing literature and evolution of managing in a collaborative environment. The use of empirical, mid-range, and applied theory that provides for useful generalizations of theory, and the application of a theoretical systems approach and the use of Grounded Theory was discussed as it relates to collaborative network study.

A brief discussion followed on the application of group and network theory with a short history of the evolution of associations and their emergence into the network environment. The theoretical model is graphically demonstrated utilizing a series of designs that demonstrate the influence of authors, their concepts and history.

Chapter IV addresses the methodology upon which the remaining portion of this study is based. Identification of the research design, the subject networks surveyed, the data analysis procedures utilized, the methodological approach, and data collection procedures utilized are discussed. Chapter IV also identifies the limitations of the study



and the detailed procedures utilized to gather, compile, and prepare for the assessment of the data.

## CHAPTER IV

### METHODOLOGY

#### The Purpose of Study/Research Effort

While those challenged with the responsibility of governance in the 21st century create methods to deal with a repositioned public administration and use collaborative efforts to respond to the wicked problems faced by a more complex environment, our understanding of collaborative networks is not supported by theories and quantitative or qualitative measurement but more by observation of networks in practice.

As argued by Frederickson (1999), this research effort supports the premise that there is a need to reposition public administration with the collaborative tools that are necessary to make a difference with new forms of governmental challenges that create a boundaryless method of governance in the name of ensuring the creation, maintenance, and sustaining of public value in the face of pressing responsibilities in complex environments. Creating, maintaining, and sustaining public value calls for: (a) producing desirable results that are substantively valuable; (b) legitimately and politically sustainable; and (c) operationally and administratively feasible (Moore, 1995).

Understanding life in and between organizations, giving a voice to the practitioner activities that can produce new knowledge and new theory, and adding public value to the study of a repositioned and a repositioned public administration is the overall purpose of this study.

## Research Design

This chapter provides the strategies and plans for the methodology associated with the collection and treatment of data gathered through the use of the survey questionnaire instrument. The methodological plan includes identifying the various subject networks to survey, and obtaining the data appropriately to determine the qualifications necessary to be labeled a “collaborative network” that can be systematically studied in a public environment. After identifying the population chosen for the study, an examination of the type of survey instrument to be utilized was established utilizing a pretest examination and structuring of the final instrument for the collection of data.

This research model includes a description of the data analysis procedures used in the collection of information from all survey sources, a focus on the descriptive and research target questions and the statistical techniques used to arrive at the conclusions and recommendations. A mixed method of research is presented that combines a comparative case study with a qualitative analysis of the data to formulate a series of theories that produces new knowledge of added value to the study of public administration as it relates to collaborative networks.

This research effort involves an assessment of the participants’ level of involvement, the functions performed outside of the traditional home organization, the network’s overall sustainability, the skills required to function in a collaborative environment, an evaluation of the overall effectiveness of the collaborative network environment from the perspective of the participant, and, lastly, the policy consequences

and their impact on the traditional hierarchical organization. This will be measured against the three standards of public value identified by Moore (1995) and previously cited.

For the purposes of this study, creating, maintaining, and sustaining the public value of collaborative networks in complex environments within the public sector is primarily a subjective evaluation that is founded upon the shoulders of the participants of those networks as it is their opinions, judgments, experiences, and perceptions that drive their individual and collective involvement.

#### Selected Population

There are a number of organizations and enterprises in the field of public administration that could qualify for selection as a collaborative network. By a necessity of geography, it was determined to confine the search to the Southern California area for two specific reasons: (a) ease of access to the principals involved, and (b) the complexity of the greater Los Angeles region as perhaps the most significant in the country. Criterion were established that also considered the makeup of each network studied to ensure that the selected entities represented a cross section of public/private sector disciplines, that the majority of participants worked in a traditional organizational “silo” type of environment, and that, where possible, participants were not subject to the other participants’ chain or unity of command.

The collaborative networks selected for study consist of:

- ❖ The Peace Officers Association of Los Angeles County (POALAC, The Association)

- Five-member executive board—27-member board of directors
- ❖ The San Gabriel Valley Economic Partnership (The Partnership)
  - Five-member executive board—23-member board of directors
- ❖ The Orange County Domestic Violence Death Review Team (The OC Team)
  - One chairperson—14-member board team

Preliminary contact was made with the administrative support personnel of each of the networks to gain access and approval of the chairperson and/or the executive board. The sample size of the networks surveyed appeared to be sufficient to obtain cooperation of the participants to obtain the highest level of cooperation.

As the researcher is a former member of the POALAC executive board, access was gained and approval granted to utilize the board of directors in the pretest phase of the study. With input from Dr. Jack Meek, University of La Verne, a pilot study open-ended questionnaire was developed that addressed key areas of interest (see Appendix A).

Upon completion of the development of the pilot study questionnaire, application was made to the University of La Verne Institutional Review Board (IRB) to assess the level of risk to human participants associated with the study. An expedited approval for the project to proceed to completion was received with five standard conditions applied and agreed upon by the researcher for completion of the pilot study.

As a part of the IRB application, the protocol, methods, and procedures developed for the initial phase of the study were established. Approval by the president and executive board of the Association Board of Directors to conduct the study was obtained

that included a provision to utilize the name of the organization in any future publication of the results of the study. The pilot questionnaire was administered telephonically with a verbal admonishment to each participant interviewed (see Appendix A).

Participants for the pilot study were selected based upon their membership on the 2005 board of directors. There were 26 members of the 2005 board of directors and 33 members on the 2006 board, including their full-time administrator. The formal survey was administered to the 2006 board of directors. They are all high-level executives, spread throughout the greater Los Angeles County area. Many travel during the course of employment and are therefore only available by telephone, e-mail, or mail. Informed consent was obtained on a verbal, voluntary basis to expedite the gathering of information and not inconvenience the participants.

As the result of the completion of the telephonic survey, information was gathered and compiled in a form that permitted a basic analysis of the data by category and frequency. All interviews were recorded with the permission of the member and retained by the researcher. Handwritten notes were taken on the questionnaire interview instrument for each interviewee and were retained by the researcher in addition to the individual cassette tape recordings of the interview. Upon completion of a preliminary report regarding the results of the survey, a more structured instrument was prepared utilizing a Likert-scale technique for the development of a multiple-choice formal questionnaire instrument. Experience with the open-ended questionnaire was utilized by

the researcher to design an instrument to be administered as a part of the formal study to be conducted by mail and e-mail (see Appendixes A and B).

The pilot study resulted in participation of 22 of the 26 members of the 2005 board of directors of the Association. Of the four not interviewed, two were out of town and unavailable during the timeframe when the survey was completed and the remaining members had been added to the board at the end of the year and thus did not have the tenure required to respond to the series of questions asked.

A review of the pilot questionnaire permitted development of the final instrument used in the survey of the three networks. Development and utilization of a multiple-choice/forced-choice process for the formal study permitted administration of a more structured instrument to the associations/networks surveyed in order to obtain the desired information in a manner that can be used to compare and contrast all surveyed participants.

#### The Data Collection Experience

Upon completion of the final survey instrument (see Appendix B) contact was made with key representatives of the networks to be surveyed. Address verification and an updated list of the network members were obtained. Interestingly, due to the transition from 2006 to 2007, two of the three networks changed chairpersons. The Peace Officers Association of Los Angeles County and the San Gabriel Valley Economic Partnership both obtained new leadership. Continuity of leadership did not affect the Association as the new chair was on the Executive Board of 2006. The Partnership brought leadership from outside of the Executive Board requiring a considerable acclimation in the first 60

days of the transition. The Orange County Domestic Violence Death Review Team lost its chair through a transition of leadership and was functioning without benefit of a selected chair/facilitator, and was temporarily dormant in terms of being an active network. All surveys were directed to the 2006 roster of members for the purpose of continuity.

Contact was made with the administrators for each network and mailing lists were used to make the initial contact. Follow-up e-mails were utilized for those members who provided access and telephone contact was made with others, resulting in a 64% survey return rate. The primary factors cited for not completing the survey questionnaire ranged from the lack of time to complete the survey due to a pressing work and personal schedule, to skepticism with the usefulness of a survey regarding their involvement in the collaborative network. Several within each network committed verbally to completing the survey, but failed to return them even after repeated contacts.

One area of interest that resulted in the non-return of the survey questionnaire was the determination of who on the roster is an active network participant. Interestingly, of the 15 members of the OC Team, 12 members responded, and of the 3 that did not, 1 had moved from the area and was no longer involved and the remaining 2 did not respond to repeated contacts by the researcher and other team members. In regard to the POALAC network, of the 9 nonrespondents, 3 from the roster are nonparticipants and merely on the roster as honorariums and not as involved members. This is further commented on in chapter VI.



The Partnership initially proved to be the most difficult network to obtain a high percentage of participation. Upon investigation regarding the nonresponsiveness of its members, it was found that several factors entered into the initial low return. The Partnership leadership changed, along with the style of leadership of the chairperson. Members of the 2006 Partnership network were made available, but many cited a busy schedule and/or skepticism as to the benefit of such a survey. Upon further explanation and face-to-face meetings with key members, cooperation was obtained. Again, as indicated by the current chairperson, there were several members that were listed on the roster who were not active participants and failed to respond to multiple requests via mail, e-mail, or telephone.

Table 2 lists the potential survey respondents with the number of actual respondents by network and percentage. Forty-nine of the potential 76 responded for a return rate of 64%.

All questionnaires were coded with numbers associated with the individual network. The OC Team was assigned the 100 series from 101-119. The original roster indicated 19 members, but after discussion with the network administrator it was determined that 15 members would be surveyed, as the remaining 4 had not been active participants for a lengthy period of time. The Association was assigned the 200 series from 201 to 233 and the Partnership was assigned the 300 series from 301 to 328. The numbering system was used to tabulate returned surveys and to identify those individual members who required follow-up contacts. No effort was made to compare or analyze surveys completed on an individual basis.

A neutral post office mailbox was utilized for all questionnaires to be returned in self-addressed, stamped envelopes provided to the respondents in the initial mailing. All results were tabulated on an Excel spreadsheet utilizing the coding system previously discussed. All tabulations were made as the surveys were returned and cross-checks were made to ensure no duplication of data entry existed. All completed surveys were retained by the researcher, as well as the coding sheet and spreadsheet statistics.

### Research Assumptions

A study that embarks upon the examination of activities, such as collaborative networks, that are clearly outside of the bureaucratic hierarchical organizational structure risks not being accepted as a valid inquiry into the workings of such a formal arena as public administration. An examination of vertical lines of authority that is the focal point of traditional top-down hierarchies is well within the purview of today's public administration student.

There must be an assumption that there is value in the study and examination of collaborative networks that are constructed along horizontal lines of action and that those networks may be at work and may be being practiced outside of the organizational silo model. There is a further assumption that scholars/academicians can learn from networks of practice and extrapolate theories and concepts from the practitioner as opposed to the converse of the practitioner learning from the academician theorist.

Is there public value in studying the real world and observing networks in action rather than documenting what is the contemporary thought regarding the subject and then turning it over to the practitioner to operationalize? It is this assumption that ties into a

more overarching study of governance by network that represents an avante garde trend that is currently altering the shape of public-sector organizations, its participants, as well as the recipients of its services, the community served.

A third assumption that must be embraced is that collaborative networks are the result of, or a response to, a complexity that has manifested itself in a variety of ways. Obstacles are to be overcome. Governments are increasingly confronted with “wicked problems” that are only partially resolvable. Technology is facilitating more sophisticated and complex responses. Government at the local through the federal levels are responding to that challenge and using new and different methods to accomplish their goals.

A fourth assumption is that the study of collaborative networks in the Southern California area will result in obtaining information of value that can be examined and extrapolated to all areas of collaborative networking and not be viewed as only germane to or indigenous of its geographic base of study.

The fifth and last assumption that is postulated at this juncture is that collaborative networks, while they may be sanctioned by the organization, operate below the radar screen for a purpose. To require adherence to the rules, policies, and procedures of the hierarchy, the collaborative network may crumble by its own bureaucratic weight. Operating without systematic rules ensures that the focus is on the mission and goals of the collaborative network and not on its institutional nature.

### Methodological Approach

Methodological research has historically isolated the quantitative, qualitative, and case study approach to the examination of social phenomena. More recently, social scientists have observed the benefits of a multistrategy or mixed-methods approach that combines many of the individual elements of research into a synthesized strategy that can benefit from the measurement of both the qualitative and quantitative paradigm. Qualitative research facilitates quantitative research and quantitative research facilitates qualitative research (Bryman, 2004).

Conversely, case studies have long been stereotyped as a weak sibling among social science methods and have been denigrated as having insufficient precision (i.e., quantification), objectivity, or rigor. Regardless of how case studies are viewed, the provision of mixing various research methods to tell a story is increasingly commonplace in evaluative research efforts. Perhaps its benefit lies in its ability to deal with a full variety of evidence such as documents, artifacts, interviews, and observations far beyond what might be available in a conventional historical study (Yin, 2003).

In researching the development of instruments to measure collaborative networks, no existing measures were found that emphasized the elements to be examined, such as involvement, function, skills, effectiveness, and policy consequences. It was determined that it would be necessary to construct an original but generic survey instrument that focused specifically on network participation in a collaborative environment to obtain the data necessary to study and ultimately formulate generalizable theory.

### Data Collection

The process of data collection relies upon several key factors. As indicated, an open-ended pretest was administered in order to develop the standardized questionnaire provided to the three collaborative networks studied. With an 85% return rate on the initial pretest survey, it was determined that a key factor in the success of a high level of participation was the development of a relationship with those administrators/directors who oversaw the activities of and had access to the specific collaborative network participants.

The processes to access the collaborative network subjects are unique to each one. For the Association, the researcher continues to have an ongoing, noninvolved relationship with the current executive board, president, and the administrator, specifically for the purpose of this study. Access continued to be provided during this research effort.

In regards to the Partnership, access was provided through the network administrator and the economic development manager for the City of Irwindale. Administration of the questionnaire to the OC Team was accomplished through the auspices of the Orange County Superior Court Family Services chairperson who provided access to the network participants. Involvement with all administrators reflected a positive effort to participate in the study. Networks of practice, such as those associated with this study, have very little grounding in theory behind their activities to determine their public value. Each has expressed interest in the outcome of the study to determine how the results may reflect on his/her overall efforts.

Several parameters were established with related variables that were sought out to determine their effect on the participants' involvement in the network. The first research parameter for the study was to establish the demographic background of membership and overall level of involvement of the network participants. The second parameter pertained to the functional nature of the network and the participants' role and function. The third was related to a study of the decision-making elements of the network with the fourth parameter devoted to the respondents' assessment of the public value of the collaborative network, and the fifth domain addressing the skill sets required to be successful in a network environment. The sixth section relates to the overall level of effectiveness of the network from the perspective of the participant, with the seventh parameter reflecting the policy consequences that impact the participants' organization/agency. The final and singular parameter assessed the overall contributions of the network in terms of whether any one single participating agency could accomplish what the network had achieved.

Validity was initially established by working with the administrators/directors of the networks to ensure that all working definitions of terms and concepts were appropriately grounded in fact and established theory as it relates to the various participants studied. Quantitative research can prepare the ground for qualitative research through the selection of people to be interviewed (Bryman, 2004). This was helpful in the pretest/pilot phase to refine areas of inquiry for the structured questionnaire. Feedback assisted in verification for consistency and accuracy of responses that were clarified prior to administration of the formal instrument.

This approach to a mixed-methods type of research reflects the fact that neither the quantitative nor the qualitative method alone can support the findings and must be fortified with a method that draws from each of the research strategies. Qualitative research may facilitate the interpretation of the relationship between the variables studied.

#### Variables to be Measured

The variables to be measured were identified from the survey questions administered to the participants in the areas depicted in Table 2.

#### Limitations

The sample size of the three collaborative networks may clearly limit the generalizability of the findings. While a 33-member board may appear large for the purposes of administration and management, the transformation of general findings, as the result of surveying a potential total of 76 members of the three collaborative networks, may impact the generalizing of the findings to some degree. The goal was to obtain a high level of cooperation and complete the study with a substantial percentage actually taking part in the final study.

With all participants from the Southern California region, even with the variety of disciplines represented, this too could have limited the ability to generalize to the universe regarding the implications of collaborative networks in action. This did not appear to be the case. While the study was not designed to test one specific hypothesis,

the potential for rich results to be garnered and used for further study and discourse still remain a goal of the research effort.

Table 2

*Variables/Questions*

Variables to be examined	Questions posed
<b>Network sustainability:</b> Substantially valuable? Legitimately and politically sustainable? Administratively feasible and involvement impact.	Questions 22, 23, 24, and 25
<b>Network commitment:</b> Time commitment, organizational conflict, nature of involvement, and value to the organization.	Questions 1A, 1B, 1C, 1D, 1E, 1F, 2, 3, 4, 5, 6, 7, and 8
<b>Network solutions:</b> Production of public value and determination of accomplishment by any one agency.	Questions 14, 15, and 34
<b>Network skill transference:</b> Level of preparation, identification of critical skills, skills learned and required for continued effectiveness.	Questions 6, 7, 8, 26, 27, 28, and 29
<b>Network decision making:</b> Criticality of mission/values, level of shared leadership, adherence to rules and regulations, decision-making process and the handling of conflicts	Questions 16, 17, 18, 19, 20, and 21
<b>Network policy influence:</b> Level of policy influence on participating agencies, level of regional influence on policies, impact on agency operations	Questions 30, 31, 32 and 33
<b>Network management practices:</b> Implementation of management styles that would compliment POSDCORB skills	Questions 27, 28, and 29



Additionally, this research relies on information provided by the subjects/participants. Their answers may be influenced by their desire to present a favorable image, their ability to accurately describe or respond to their perceptions or beliefs, or they may be influenced by their own preconceptions of the various questions posed. While this is speculation, it cannot be totally discounted as the data are examined.

Lastly, case studies and qualitative research pose potential limitations that are inherent in the nature of the study embarked upon. Within the confines of social science research, statistical analysis is the bedrock of research (Silverman, 1993). The very fact that the qualitative researcher associates with words and not measurement makes for an epistemological differentiation. Interpretation of interview/questionnaire data on the part of the researcher may prove to be biased by the researcher's preconceptions or familiarity with the general operation of the subject/participant activities and working environment.

Summarily, what is acquired with this case study/qualitative research effort is a generalizable theoretical series of propositions and not to populations or universes (Yin, 2003). There is no attempt to demonstrate a particular point. There is only an effort to discover general tendencies for precisely what they are: general tendencies.

#### Statistical/Data Analysis Procedures

The statistical and data analysis procedures were guided by the specific research questions of the study. The individual responses to the questionnaire were indexed with data captured from a combined forced-choice and five-point Likert scale and tallied accordingly. The descriptive statistics were utilized to summarize and organize data to describe the characteristics of groups of individuals in an effective and meaningful way.

Frequency distribution was used to examine the pattern of responses to the questions posed in the survey, list categories of variables, and display the number of observations or pieces of information provided into a meaningful format. The use of standard deviation, particularly because the study involves examining two or more groups and combining some of the data gathered, is also utilized in specific sections of the data analysis. In addition, as the different groups are comprised of 33, 28, and 15 members, respectively, there is a need to calculate degrees of dispersion relative to any mean of the distribution, thus requiring the use of the principle of coefficient of variation.

In addition to the above elements of measurement, consideration was given to the Analysis of Variance (ANOVA) to examine the nominal data that reflect degrees associated with a Likert-type scale, which is relevant in this study with the three groups.

### Summary

The overall purpose of this study was to measure the public value of collaborative networks that function in complex environments. A questionnaire was formulated that will advance generalized theory to study in detail the issues of involvement, function, skills, effectiveness, and policy consequences as it relates to their use in three rather diverse environments. There is a need to ensure that the social science research world relates a study of this intensity to generalizable theory that can advance the study of collaborative networks and their tendencies. Hopefully, the results of this study will contribute to that theory.

This study was designed to employ a basic but comprehensive research methodology to gather, synthesize, examine, analyze, and interpret data obtained that is

relevant from answers to carefully constructed research questions. The use of various statistical analysis strategies to show relationships, or the lack thereof, present information to enhance the public value of the study in question, and add to the limited body of knowledge that currently exists in the study of networks of practice was the overriding goal of this research study.

Chapter V is devoted to the findings that have been generated from the administration of the survey instrument in context with the restatement of the problem, what the literature has gleaned, the theoretical framework, and methodology utilized to set the stage for the examination of collaborative networks in complex environments. The data analysis and presentation of findings are depicted in tables and figures with interpretations and an aggregate of what is determined to be important critical elements in the findings. The presentation of data provides a logical method of classification and ordering of the information that hopefully will be largely self-explanatory.

## CHAPTER V

### DATA ANALYSIS AND FINDINGS

#### Introduction

This chapter presents the results of data collection from the three collaborative networks surveyed, as outlined in the previous chapter. The analysis is organized around the research questions posed in chapter I. The study analyzed the three networks in the seven areas of network analysis based on the research questions. The seven areas of network analysis and corresponding research questions are as follows:

#### *Research Question 1: Network Sustainability*

- Can administrators who engage in collaborative networks create/maintain and sustain public value?

#### *Research Question 2: Network Commitment*

- Is the amount of time in terms of their involvement worth the effort to sustain membership in the network?
- Is there a commitment that is required that is unmanageable for the benefits derived?

*Research Question 3: Network Solutions*

- Are there solutions produced in the collaborative network that would not have been achieved, but for the network and its involvement?
- Could one of the participating organizations perform the function, sponsor a program, or accomplish the mission and goals on their own?

*Research Question 4: Network Skill Transference*

- Are there skill sets and transferable leadership elements that are characteristically different in collaborative networks than that found in a hierarchical organization?

*Research Question 5: Network Decision Making*

- Are there variations in the decision-making process of collaborative networks as compared to those found in hierarchical organizations?
- Are rules and procedures followed and conflicts managed?

*Research Question 6: Network Policy Influence*

- Is there a direct impact on public policy within individual agencies represented in the collaborative network that may be in conflict with the goals of the network or the representative participants' organization?
  - To what degree, if any, do collaborative networks have an impact on public policy of the participating organization?
  - Do these policy decisions complicate or enhance the participating agencies and/or the individual agency of the participant?

*Research Question 7: Network Management Practices*

- Is there a corresponding element that is comparable, compatible and complementary to Luther Gulick's POSDCORB that can describe the management practices and characteristics of successful network collaboration?

The data tables are presented in a variety of formats. Tabulations for each network are presented for each of the seven areas of network analysis identifying the number and percentage (frequency) of each response. Summary statistics for each network include the mean, standard deviation, and coefficient of variation. The mean and standard deviations were calculated based upon a Likert scale with five corresponding with "strongly agree" and one corresponding with "strongly disagree." As is seen in the following tables, higher means indicate that particular items are scored higher.

The calculations for the coefficient of variation were included since it is a simplified measure that interprets variability and the degree of dispersion relative to the mean of the distribution (standard deviation divided by the mean). The coefficient of variation is interpreted as a percentage, with higher values indicating higher levels of variability.

Analysis of Variance (ANOVA) was calculated to determine whether there were statistically significant differences in means between the networks. One question resulted in nominal-level data. Therefore, one table reflected a need to present a chi-square calculation rather than ANOVA (Table 6).

Respondents for each network were also totaled and are presented in a column entitled "all respondents" in each table. Caution was exercised not to draw too many

conclusions regarding the “all respondents” column, since the responses were not weighted and the responses from one network, the Association represented almost one half of the surveys received.

This chapter is organized into three sections. First, the data collection effort is examined from the perspective of the survey response rate and respondent organization affiliation analysis by network and sector. Second, each research question is posed and responded to with an analysis of all three collaborative networks studied, with accompanying tables, basic frequency statistics presented and developed along with interpretation and preliminary assessment. In the Appendix section of the study each collaborative network is examined on a stand-alone basis with Appendix D reflecting data analysis of the San Gabriel Valley Economic Partnership, Appendix E examining the Orange County Domestic Violence Death Review Team, and the Peace Officers Association of Los Angeles County analysis presented in Appendix F. This Data Analysis and Findings chapter provides a final transition to chapter VI and the Summary, Conclusions, and Recommendations.

#### Respondent Organizational Affiliation and Network Response Rate

This section provides a summary of a basic analysis of the response rate, background, and organization affiliation. Table 3 reflects the summary breakdown of the overall membership of each network, the number of respondents, and the overall percentage of response by network.

Table 3

*Respondent Organization Affiliation*

	The OC team	The association	The partnership	Total
Number of members	15	33	28	76
Number of respondents	12	24	13	49
Response rate	80.0	72.7	46.4	64.5
<b>Sector organization</b>				
Municipal—safety	1	4		5
County—safety		9		9
State—safety		1		1
Federal—safety		4		4
Municipal—nonsafety			3	3
County—nonsafety	7	2		9
State—nonsafety	1		1	2
Federal—nonsafety				
Nonprofit—nonsafety	3	2	1	6
Private industry—nonsafety		2	8 <sup>a</sup>	10
<b>Position—level</b>				
Line	1			1
Supervisor	2	1		3
Management	5	3	3	11
Executive	3	18	9	30
Other	1	2	1	4

<sup>a</sup> The eight are one each in business consultant, legal, real estate, banking, private business, and three in utilities.

The overall survey response rate was 64.5%. The highest response rate was from the OC Team (80%) followed by the Association with 72.7% and 46.4% for the Partnership. While an overall blended response rate of 64.5% would be deemed as satisfactory based on the standards set forth in survey research (Frankfort-Nachmias & Nachmias, 2000) some comment is warranted regarding the response rate of the Partnership. Information from the president of the Partnership indicated that several of



the members of the committee on the 28-member roster were not active participants, but no effort had been made to remove them from the list of board members. It was further indicated that their lack of participation in any aspect of the Partnership should not reflect negatively on the remaining members. The application of *grounded theory* (Bryman, 2004) and theoretical saturation may be applicable to the return rate as an acceptable return rate (60-70%) as no new relevant data would seem to emerge. According to Bryman (2004), “theoretical saturation is defined as when no new or relevant data seem to be emerging regarding a category or that the category is well developed in terms of its properties and dimensions demonstrating variation, and the relationship among categories is well established and validated“ (p. 305).

#### *General Commentary on Sector Organization*

Each of the collaborative networks surveyed is representative of the discipline it embodies. Membership appears to be dictated by factors relating to the mission of the organization as well as the positions of the participants within their individual discipline. For example, the OC Team mission is to serve the needs of domestic violence victims in a specific geographic community that is comprised of municipal, county, state, and nonprofit members of all levels of responsibility and types of public services. The broad range of its membership is reflected in the difficulty in maintaining someone in a network leadership position that is not favorable to his/her individual discipline and has the skill sets necessary to maintain focus on the overall goals of the organization. This information was obtained during informal contacts made with network members and is not reflective of a lack of focus on the goals of the organization.

The Association represents a cross-section not only of the law enforcement community within Los Angeles County, but also of the nonprofit sector and the business community. Perhaps the most interesting element of the profile of this network is the strong representation of the executive level of its membership. With 18 executives taking a role in the collaborative network (comprising over one half of the total membership), there may be other elements and factors to evaluate as they relate to their commitment of time and their influence on public policy.

The Partnership organization affiliation is heavily complimented with the private business sector, as would be expected. Representation of municipal and state government, public utilities, and the nonprofit sectors provides a broad perspective of supporting their goals of economic development. Absent from the organization is any county- or federal-level representation that could possibly place a different perspective on the mission and goals of the organization.

While some discussion may be warranted on an individual network basis, the majority of data analysis is conducted by major category when all three networks are presented.

### Analysis of Research Questions

The central focus of this study, as stated in chapter I, is the examination of how collaborative networks function in complex environments and what role they play in the public sector as a response to the “disarticulated state.” This research project proposed a series of questions regarding the seven dimensions of network analysis. The research questions were synthesized into survey questions to be answered by those who are

involved in collaborative networks. As those questions are addressed in this section, there must be an understanding that the contribution they have made in terms of their time, effort, and thought process has greatly contributed to the public value of collaborative networks for a repositioned public administration. Each research question is posed and is followed by findings and interpretations.

This section is devoted to examining the seven major components of the study as they relate to each of the three collaborative networks individually and collectively. For ease of reading all groups in the tables are identified as a “Network” and as Team, Partnership, or Association where it was necessary to provide individual identification.

#### *Research Question 1: Network Sustainability*

*Can administrators who engage in collaborative networks create/maintain and sustain public value?* Based upon the research conducted, there was substantial agreement that public value may be directly tied to the mission and accomplishments of the collaborative network. The strength of public value lies in the network being legitimate, politically sustainable, and substantially valuable (Moore, 1995). Possessing the capacity for administrative feasibility may require additional research efforts as there appeared to be a level of weakness common to collaborative networks that may lack administrative support.

While there was strong evidence that the mission of the network is valuable and legitimately sustainable, there appeared to be some concern on the part of respondents as to whether or not their specific involvement and participation directly impacted the public value of the network. As seen in Tables 4 and 5, there may be a concern that a specific

lack of influence on the outcome developed through consensus may be lacking or administrators are unsure that the accomplishments actually have value. If public value is to emerge from collaborative networks, administrators must share responsibility for creating and maintaining public value.

Table 4

*All Respondents Network Sustainability—Part I*

Mission/accomplishments of the Network are	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Substantially valuable to the community</b>				
Strongly agree	41.7 (10)	50.0 (6)	30.8 (4)	40.8 (20)
Agree	58.3 (14)	33.3 (4)	69.2 (9)	55.1 (27)
Undecided	--	8.3 (1)	--	2.0 (1)
Disagree	--	8.3 (1)	--	2.0 (1)
Strongly disagree	--	--	--	--
Mean	4.4	4.3	4.3	4.3
Std. dev.	0.5	1.0	0.5	0.6
Coefficient of variation	0.11	0.23	0.11	0.15
ANOVA F=0.304, p=.739				
<b>Legitimate/sustainable</b>				
Strongly agree	58.3 (14)	41.7 (5)	46.2 (6)	51.0 (25)
Agree	41.7 (10)	33.3 (4)	53.8 (7)	42.9 (21)
Undecided	--	25.0 (3)	--	6.1 (3)
Disagree	--	--	--	--
Strongly disagree	--	--	--	--
Mean	4.6	4.2	4.5	4.4
Std. dev.	0.5	0.8	0.5	0.6
Coefficient of variation	0.11	0.20	0.12	0.14
ANOVA F=1.913, p=.159				

Tables 4 and 5 reflect the responses to the issues of network sustainability, with the OC Team consistently displaying more variation in responses, with higher coefficients of variation compared to the other two networks.

Table 5

*All Respondents Network Sustainability—Part II*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Mission/accomplishments of</b>				
<b>Network are feasible</b>				
Strongly agree	37.5 (9)	16.7 (2)	23.1 (3)	28.6 (14)
Agree	58.3 (14)	41.7 (5)	61.5 (8)	55.1 (27)
Undecided	4.2 (1)	41.7 (5)	7.7 (1)	14.3 (7)
Disagree	--	--	7.7 (1)	2.0 (1)
Strongly disagree	--	--	--	--
Mean	4.3	3.8	4.0	4.1
Std. dev.	0.6	0.8	0.8	0.7
Coefficient of variation	0.13	0.20	0.20	0.17
ANOVA $F=3.097, p=.055$				
<b>My involvement in the</b>				
<b>Network impacts public</b>				
<b>value</b>				
Strongly agree	25.0 (6)	16.7 (2)	30.8 (4)	24.5 (12)
Agree	58.3 (14)	33.3 (4)	53.8 (7)	51.0 (25)
Undecided	16.7 (4)	33.3 (4)	15.4 (2)	20.4 (10)
Disagree	--	16.7 (2)	--	4.1 (2)
Strongly disagree	--	--	--	--
Mean	4.1	3.5	4.2	4.0
Std. dev.	0.7	1.0	0.7	0.8
Coefficient of variation	0.16	0.29	0.17	0.20
ANOVA $F=2.942, p=.063$				

*Note.* For the Likert items, 5 correspond with “strongly agree” and 1 corresponds with “strongly disagree.”

As discussed previously, the public value of collaborative networks is an integral part of determining their worth. Moore's (1995) definition of *public value* is divided into three segments: (a) *substantially valuable*, (b) *legitimate and politically sustainable*, and (c) *administratively feasible*. Respondents were asked to measure the mission, accomplishments, and goals of their network as it related to these benchmarks. Tables 4 and 5 depict the results of this portion of the study.

None of the responses to the *Network Sustainability* questions resulted in significantly different mean responses across the three Networks at the 95% confidence level ( $p$ -value of .05 or less). However, some responses were statistically significant at the 90% level. The ANOVA for "mission, accomplishments, and goals of the Network are administratively feasible" had a probability or  $p$ -value of .055 (94.5% confidence level). The Association membership reported most agreement with this statement and the OC Team reported the least. The item asking for agreement with the statement, "My involvement and participation in the Network directly impacts the public value of the Network" also was significant at the 90% confidence with a  $p$ -value of .063. Here, the Partnership expressed most agreement with the statement, the Association expressed slightly less agreement, and the OC Team expressed considerably less.

A determination of whether a collaborative network is substantially valuable may require an assessment of the mission and goals of the network. There was substantial agreement with all respondents (almost 96%) when "strongly agree" and "agree" are combined. While two of the three networks either "agreed" or "strongly agreed" that their

groups were substantially valuable, the OC Team reflects some lack of unanimity or at best a lack of understanding as is seen in the next two elements of analysis.

A transition of membership may be viewed as vital to the sustainability of the collaborative network as well as being reflective of elements that may be outside of the control of the network itself. Elements outside of the control of the network that would reflect the spread of entry into the network may include, but not be limited to, the specific rationale for originally joining the membership; compatibility of the mission of the network with member goals and desires, assignment based upon position of authority, or the effort to recruit new members that would further the cause of the network. As the survey data reflect, there may also be a delicate line between being requested to serve and “volunteering” based upon the techniques utilized to recruit new members. See Table 6, Part 1 for an examination of the rationale for joining the Network.

### *Impact of Involvement*

Embracing the concept of *public value* requires that one take some ownership for its presence or at minimum the effort to strive for it. Respondents were asked to assess whether their involvement and participation in the collaborative network directly impacted the public value of the network. Their collective and individual network response is represented in Tables 4 and 5.

Thirty-seven out of 49 of the respondents view their involvement and participation as having a direct impact on the public value of the network. The remaining 25% are either “undecided” or “disagree.” The strength of agreement for the Association (83% with a 4.1 mean) and Partnership at almost 85% with a mean of 4.2 reflects a

consistent pattern with their previous public value issues. The distribution of the OC Team at a 3.5 mean, with 50% of the respondents either undecided or in disagreement with the issue of whether their involvement and participation in the network impacts public value, requires comment. It appears that a lack of individual confidence that the participants' involvement as individuals does not overwhelmingly impact the public value of the network belies their perception of the overall value of the network as a whole. The strength of the OC Team lies in the collective group as opposed to the individual member assessment of their contributions. A coefficient of variation was utilized to reflect the relative deviation from the mean, indicating a lower degree of homogeneity towards the overall impact of public value.

#### *Research Question 2: Network Commitment*

*Is the amount of time in terms of their involvement worth the effort to sustain membership in the network? Is there a commitment that is required that is unmanageable for the benefits derived?*

The original rationale for becoming a member of a collaborative network is as varied as the individual participants themselves, but generally falls within the categories of being assigned as a part of a person's duties, volunteering, or being requested to serve. Once becoming a member of a collaborative network, a member usually has the opportunity to remain for an extended period of time. Many choose to extend their longevity due to a commitment to the mission, goals, and values of the network; however, there also appears to be a natural transition of membership in that many members have less than 3 years. This may be reflective of a normal attrition that is seen



throughout the public sector in a number of management and executive positions (see Tables 6 and 7).

A transition of membership as well as maintaining those with the institutional knowledge of the network appears to be vital to the overall sustainability of the network. Elements outside the control of the network that would reflect the spread of entry into the network may include, but not be limited to, the specific rationale for originally joining the membership: compatibility of the mission of the network with member goals and desires, assignment based upon position of authority, or the effort to recruit new members that would further the cause of the network.

Another factor to be considered in the sustainability of the collaborative network is the level or position of the member. Upper management and executive-level personnel have more autonomy and control over their schedule to make a determination as to whether to involve themselves in a network. Noting that many of the participants in the networks studied were of the management and executive level, their ability to volunteer or serve, upon being requested, is reflective also of their examination and belief in the mission, goals, and values of the network in question. While being asked to serve may be viewed by some to be a service to the ego, the commitment must be viewed as much more noble than personal.

There are a number of methods used to make a decision to become a member of a collaborative network. Researching networks in general and studying their bylaws give way to the realities of work life that include a discussion with former members, getting approval from superiors, and examining the goals, mission, and values of the network.

Table 6

*All Respondents Network Commitment—Part I*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
Original reason for membership in the Network <sup>a</sup>				
Assigned	4.3 (1)	33.3 (4)	15.4 (2)	14.6 (7)
Volunteered	47.8 (11)	8.3 (1)	15.4 (2)	29.2 (14)
Requested to serve	43.5 (10)	50.0 (6)	53.8 (7)	47.9 (23)
Other	4.3 (1)	8.3 (1)	15.4 (2)	8.3 (4)
Percentage of time spent on Network duties <sup>b</sup>				
0-5%	50.0 (12)	81.8 (9)	69.2 (9)	62.5 (30)
6-10%	33.3 (8)	--	15.4 (2)	20.8 (10)
11-15%	12.5 (3)	--	--	6.3 (3)
16-20%	--	--	7.7 (1)	2.1 (1)
21-25%	--	--	--	--
> 25%	4.2 (1)	18.2 (2)	7.7 (1)	8.3 (4)
Mean	1.8	1.9	1.8	1.8
Std. dev.	1.1	2.0	1.5	1.5
Coefficient of variation	0.64	1.06	0.87	0.80
ANOVA $F=0.031, p=.969$				
Has your involvement with the Network ever conflicted with your organization's goals?				
Yes	12.5 (3)	--	23.1 (3)	12.2 (6)
No	87.5 (21)	100 (12)	76.9 (10)	87.8 (43)
Chi-square=3.095, $p=.213$				
If yes, how much conflict?				
Extremely high degree	--	--	33.3 (1)	16.7 (1)
High degree	--	--	--	--
Moderate degree	33.3 (1)	--	33.3 (1)	33.3 (2)
Minimal degree	66.7 (2)	--	33.3 (1)	50.0 (3)
If conflict question response was "yes," area of conflict?				
Goals	--	--	--	--
Political issues	33.3 (1)	--	100.0 (3)	67.7 (4)
Legal issues	--	--	--	--
Time/scheduling	66.7 (2)	--	--	33.3 (2)
Other	--	--	--	--

*Note.* For "percentage of time spent on Network duties," "0-5%" was coded as 1 and ">25%" was coded as 6.

<sup>a</sup> One respondent from The Association did not respond to this question.

<sup>b</sup> One respondent from the OC Team did not respond to this question.

The most important level of preparation observed was discussing the network with current members. This approach played a critical role in the decision to become a sustaining member.

In this study of three collaborative networks, the myth of networks' taking too much of an administrator's time has been debunked. The majority of network participants spend less than 5% of their work time on network duties. An interesting element that relates to the public value of networks that deserves additional research is that each of the networks studied located at least one individual who spent over 25% of his/her time on network duties. With administrative feasibility being the weakest link in the public value of collaborative networks, there is support for the premise that administrative feasibility is vital to the sustainability of the collaborative network. A rhetorical but important question that remains a part of future research asks: Where does the work associated with the output of a network get accomplished?

As it relates to the three collaborative networks studied, if network decisions and projects unnecessarily complicate their agency's operations and policy considerations and yet do not deter overall involvement in the network, there is reason to believe that the commitment to a collaborative network is not unmanageable, regardless of the time requirements.

Interestingly, the OC Team reflected a strong element of being "requested to serve" (50.0%) with over 33% being "assigned." This may be reflective of the positions that each network member holds in their respective hierarchical organizations. The Association, on the other hand, reflects a balance between those who "volunteer" (45.8%)

and those who “requested to serve” (41.7%). This may be reflective of a number of factors that include the level of autonomy that the executive level may have (18 of the 24 Association board members are at the executive level), as well as the desire to step forward and volunteer for an organization with a worthwhile mission. The Partnership reflected over 15.4% being assigned and a resounding 53.8% being requested to serve, reflecting an outreach for specific persons that may reflect specific needs or interests. Overall, for all networks, almost 50% are involved in collaborative efforts as the result of an outreach by existing members that reflect specific interests and needs.

The respondents were asked to identify how long they had been a member of the network and their original reason for joining the network. Table 6, Part I delineates six categories or brackets of years for each of the surveyed networks and also includes a frequency distribution for all respondents.

As an aggregate, almost 43% of all respondents joined their respective networks within the last 3 years (0-3years). Over 83% of the OC Team joined for less than 3 years which may merely be reflective of their recent formation (within the last 5 years) as opposed to a transition of membership. Over 60% of the Partnership sustained membership for up to 7 years (over 30% for 0-3 years and 4-7 years respectively). Reflecting the longevity of membership in a network is the Association with over 30% of the membership participating for over 20 years. This element of longevity may also be reflected in other analyses as it is presented later in this study. As viewed in Tables 6 and 7, regardless of the network, there appears to be a natural flow of membership spread

throughout the fields measured, at least to some degree. The coefficient of variation for the OC Team is consistent within this category of study as well.

The majority of network participants (62.5%) spend less than 5% of their work time on network duties. Based upon a 40-hour work week for the majority of collaborative network participants, this equates to 8 hours a month or approximately one work day. Almost 21% of the respondents found themselves committing 6-10% of their work time or 8 to 16 hours a month. Four respondents viewed the time commitment as being over 25%. Clearly this may be based upon a number of factors to include the specific duties relating to network involvement, a recent flurry of network activity, or an inability to effectively manage their time. Overall, the sustainability of a network may rely upon a certain level of commitment for the majority of members that range from 0-5% to up to 10% of their time with at least one member required to devote additional time to ensure network duties are accomplished.

An assessment of the networks surveyed indicated that the OC Team consistently showed that time spent was less than 5% for over 80% of the membership with two individuals accounting for over 25% of the duties. Conversely, 50% of the Association members committed up to 5% of their time with 33% accounting for 6-10%, and just over 12% determining they spent up to 15% of their time on network duties.

Of the Partnership network respondents, almost 70% (69.2%) spent from 0-5% of their time on network duties, 15.4% devoted 6-10%, and one spent over 25% reflecting the need for a time commitment from at least one member to sustain the network in some capacity (Table 6).

The ANOVA results indicate there were no statistically significant differences between the three networks in the percentage of their time that they say was spent on Network duties. A chi-square calculation for the question on whether network involvement conflicted with the goals of a member's organization (Table 6) also was not statistically significant.

#### *Conflict With Organization Goals*

Respondents were asked to indicate if their involvement in the network ever conflicted with their organization's goals. Regardless of whether a person is a volunteer, is assigned, or commits time from his/her organization, there is the potential that a conflict between the respondent's hierarchical organization goals and objectives, and those of the collaborative network, may arise. Overall, 21% or 6 of the 49 respondents viewed their involvement as having a conflict with their organization's goals.

The OC Team reflected no conflict for those responding to the survey. During the course of the survey the researcher was advised that they were having difficulty locating someone in the network to chair the organization for the year 2007 due to the "potential" for a perceived conflict of interest. This was primarily due to the fact that each person in the network was committed and focused on their individual contribution to the goals and mission of the team. Their hesitancy to facilitate meetings reflected on their concern of not being able to represent their individual hierarchical organization's interests effectively by not being an objective facilitator of network issues.

Of the Association members who responded that their involvement with the association conflicted with their organization's goals, two indicated that the degree of

conflict was “minimal” and due either to time/scheduling commitments or political issues. Interestingly, the respondent who cited a time/scheduling conflict has been a part of the network for over 25 years and the one citing a political conflict has been a member for over 10 years. The third respondent reflected a moderate degree of conflict relating to time/scheduling issues. This respondent has been a member of the association for over 20 years. Apparently, conflicts aside, the purpose and mission of the organization override a conflict with organization’s goals or are manageable even when conflicted to a moderate degree.

The Partnership respondents who cited a conflict with organizational goals all claimed their conflict to be relating to political issues and their positions in their hierarchical organization. The three respondents each selected their degree of conflict as “minimal,” “moderate,” and “extremely high.” As an interesting point of fact, the respondent who cited an extremely high degree of conflict resigned from his hierarchical position during administration of this survey to accept a full-time position as executive director/chairperson of the network. While his previous position of responsibility placed him as a member of the collaborative network, a series of conflicts of a time and scheduling nature as well as the taking of sides on political issues also existed. The commitment to the mission and values of the collaborative network was sufficiently strong to place him in a position of selecting to assume the duties of a full-time administrator for the network and forego his position in a hierarchical organization.

While one such incident cannot be viewed as a trend, others who cite a conflict with organizational issues also appear to resolve those conflicts in favor of the

Table 7

*All Respondents Network Commitment—Part II*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Compliments/enhances my organization's goals</b>				
Strongly agree	54.2 (13)	41.7 (5)	38.5 (5)	46.9 (23)
Agree	45.8 (11)	50.0 (6)	61.5 (8)	51.0 (25)
Undecided	--	--	--	--
Disagree	--	8.3 (1)	--	2.0 (1)
Strongly disagree	--	--	--	--
Mean	4.5	4.3	4.4	4.3
Std. dev.	0.5	0.9	0.5	0.6
Coefficient of variation	0.11	0.20	0.12	0.14
ANOVA $F=0.951, p=.394$				
<b>Has increased my value to my organization</b>				
Strongly agree	58.3 (14)	33.3 (4)	30.8 (4)	44.9 (22)
Agree	33.3 (8)	41.7 (5)	46.4 (6)	38.8 (19)
Undecided	8.3 (2)	8.3 (1)	15.4 (2)	10.2 (5)
Disagree	--	8.3 (1)	7.7 (1)	4.1 (2)
Strongly disagree	--	8.3 (1)	--	2.0 (1)
Mean	4.5	3.8	4.0	4.2
Std. dev.	0.7	1.3	0.9	0.9
Coefficient of variation	0.15	0.33	0.23	0.22
ANOVA $F=2.621, p=.084$				
<b>Has enhanced my personal growth</b>				
Strongly agree	41.7 (10)	33.3 (4)	46.2 (6)	40.8 (20)
Agree	45.8 (11)	50.0 (6)	23.1 (3)	40.8 (20)
Undecided	12.5 (3)	16.7 (2)	30.8 (4)	18.4 (9)
Disagree	--	--	--	--
Strongly disagree	--	--	--	--
Mean	4.3	4.2	4.2	4.2
Std. dev.	0.7	0.7	0.9	0.7
Coefficient of variation	0.16	0.17	0.22	0.18
ANOVA $F=0.186, p=.831$				

Note. For the Likert items, 5 corresponds with "strongly agree" and 1 corresponds with "strongly disagree."

For "percentage of time spent on Partnership duties," "0-5%" was coded as 1 and ">25%" was coded as 6.

<sup>a</sup> One respondent from the Association did not respond to this question.

<sup>b</sup> One respondent from the OC Team did not respond to this question.



collaborative network. As has been seen in this study, the sustainability of a network is reliant upon the ability of its members to resolve conflicts in favor of the network in some manner.

### *Goals, Values, and Personal Growth*

In a series of three questions, respondents were asked to indicate their level of agreement or disagreement with each statement, ranking all statements on a 1 to 5 point scale indicating their level of agreement with 5 being the highest level. The questions were directed towards whether the network complimented/enhanced the participant's organization goals, increased their value to their organization or enhanced their personal growth. Tables 6 and 7 reflect the results of this series of questions.

Of interest is the question relative to whether involvement in the network increased the participant's value to their organization. There are statistically significant differences between the networks at the 90% confidence level ( $p=.084$ ) with the OC Team members less inclined to view their involvement as providing value to their organization.

The tables reflect a combination of the standard deviation and the complimentary use of the mean and coefficient of variation. The most consistent response related to whether involvement in the network had enhanced their personal growth.

Table 7 shows that one of the three Likert-scaled questions pertaining to network commitment showed significant differences between the three networks at the 90% level. The statement, "My involvement with the Network has increased my value to the organization," showed a probability level of  $p=.084$ . The Association had the highest

level of agreement with the statement, the Partnership had a significantly less area of agreement, and the OC Team displayed even less agreement.

The percentage distribution facilitates interpretation and comparison (Meier, Brudney & Bohte, 2006). In regard to whether or not the network compliments/enhances the respondent's organization's goals, over 51% agree and almost 47% strongly agree, with less than 2% (one respondent) "disagreeing." Even with the potential for conflict with the respondent's organization goals (see Tables 6 and 7), there is enhancement seen to the extent of 98%.

In evaluating the response to whether involvement in the network enhanced their personal growth, members of the OC Team either agreed or strongly agreed (83%) with the remainder undecided, while the Association reflected an 87% agreement rate that it had enhanced their personal growth, and the Partnership was at 69% with almost 31% undecided as to whether it had enhanced their personal growth. Interestingly, none of the respondents disagreed with the stated premise that involvement in the network enhanced their personal growth, but, overall, 18% (9) were "undecided."

### *Research Question 3: Network Solutions*

*Are there solutions produced in the collaborative network that would not have been achieved, but for the network and their involvement? Could one of the participating organizations perform the function, sponsor a program or accomplish the mission and goals on their own?*

There are relatively few surveys of individual entities that unanimously concur with each other. The response to this question is a resounding support for participating in

collaborative networks and may in fact be the key to resolving wicked problems and issues that have plagued our communities and transcended the boundaries and jurisdictions of our regions. Even if they complicate the original organization's operations and policies, the overriding public value elevates the collaborative network and its unique processes to a level that requires they be embraced as a partial solution to our disarticulated state. It does appear that collaborative networks should work more diligently on their ability to influence regional matters in which it chooses to involve itself. Again, the administrative feasibility of this effort deserves further study.

Respondents were asked to evaluate their individual influence in the network and whether or not their participation made a difference. Using a Likert scale of 1 to 5 with 5 being the highest level, the results are delineated in Table 8.

The ability to assess influence within a collaborative network appears to present some difficulty. While humility may be a factor that overrides a respondent's perception of his/her individual contribution to the output associated with the network, a direct understanding of his/her individual influence provides an interesting perspective on group dynamics. With all respondents, the mean of 3.3, the range is dispersed within categories with an overall 43% weighing in at 4. Essentially, while many of the respondents (just over 50%) evaluated their influence positively, others (over 48%) were less confident that they were influential in a network environment. Clearly, the solutions and contributions of the network dominated the landscape (see Table 8).

Table 8

*All Respondents Network Solutions*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>My influence in the Network is</b>				
5 (Highest)	8.3 (2)	--	15.4 (2)	8.2 (4)
4	62.5 (15)	16.7 (2)	30.8 (4)	42.9 (21)
3	20.8 (5)	33.3 (4)	38.5 (5)	28.6 (14)
2	4.2 (1)	25.0 (3)	15.4 (2)	12.2 (6)
1	4.2 (1)	25.0 (3)	--	8.2 (4)
Mean	3.7	2.4	3.5	3.3
Std. dev.	0.9	1.1	1.0	1.1
Coefficient of variation	0.24	0.45	0.28	0.32
ANOVA F=7.168, $p=.002^a$				
<b>My participation in the Network makes a difference</b>				
5 (Highest)	29.2 (7)	16.7 (2)	23.1 (3)	24.5 (12)
4	41.7 (10)	41.7 (5)	38.5 (5)	40.8 (20)
3	20.8 (5)	16.7 (2)	30.8 (4)	22.4 (11)
2	8.3 (2)	16.7 (2)	7.7 (1)	10.2 (5)
1	--	8.3 (1)	--	2.0 (1)
Mean	3.9	3.4	3.8	3.8
Std. dev.	0.9	1.2	0.9	1.0
Coefficient of variation	0.24	0.36	0.25	0.27
ANOVA F=0.979, $p=.383$				
<b>Network contributions more valuable than what one agency could do</b>				
Strongly agree	58.3 (14)	58.3 (7)	53.8 (7)	57.1 (28)
Agree	41.7 (10)	25.0 (3)	46.2 (6)	38.8 (19)
Undecided	--	16.7 (2)	--	4.1 (2)
Disagree	--	--	--	--
Strongly disagree	--	--	--	--
Mean	4.6	4.4	4.5	4.5
Std. dev.	0.5	0.8	0.5	0.6
Coefficient of variation	0.11	0.18	0.11	0.13
ANOVA F=0.321, $p=.727$				

*Note.* For the Likert items, 5 correspond with "strongly agree" and 1 corresponds with "strongly disagree."

<sup>a</sup>The analysis of variance showed that the OC Team differed significantly from both The Association ( $p=.002$ ) and The Partnership ( $p=.023$ ), but that The Association and The Partnership did not differ significantly from one another ( $p=.806$ ).

The ANOVAs on the Network Solutions showed a statistically significant difference between the three networks in the respondents' answers to the level of "influence in the Network" at  $p=.002$  (99.8% confidence level). The Association respondents reported having the most influence, closely followed by the Partnership, and trailed by the OC Team.

The Association respondents overall evaluated their influence most positively (almost 71%) with a mean of 3.7 while the Partnership influence reflected a 36% with a mean of 3.5. A lack of confidence by individual members of the OC Team is reflected in only 17% of the respondents believing they had influence in the network to any significant degree.

The standard deviation in regard to the influence within the network reflects little difference (0.9, 1.1, and 1.0 respectively). Examination of the coefficient of variation however (0.24, 0.45, and 0.28), shows a relative deviation from the mean that is higher for the OC Team than the other two networks. This trend is relatively consistent as it relates to "participation in the Network making a difference" and the "Network contributions more valuable than one agency could do."

Further evidence of group dynamics is presented in Tables 12, 13, 14, and 15 as it relates to the individual view of whether or not the respondent's participation in the network makes a difference. With over 65% of all respondents evaluating their participation as significant (3.8 mean with a standard deviation of 1.0), 22% were less sure, and 12% expressed little confidence that their participation made a difference. Significantly, the Association respondents were at a 3.9 mean with over 70% of its

members evaluating their participation as making a difference. The Partnership participation weighed in at almost 62%, with a 3.8 mean, but interestingly 38% were less confident they made a difference. The OC Team reflected only a 58% confidence rate with a 3.4 mean. While variability still does not appear to be a factor in the data presented thus far, there appears to be sufficient variability as reflected by the standard deviation.

*Research Question 4: Network Skill Transference*

*Are there skill sets and transferable leadership elements that are characteristically different in collaborative networks than that found in a hierarchical organization?*

There are many skills that are thought to be inherited, learned through rote repetition, developed through study, training, and education, and still others that are learned through experience and observation. The skill sets and transferable leadership elements that comprise collaborative networks appear to be an amalgamation of all forms of learning that become synthesized into a management style or way of conducting business that may only be viewed over time. The sustainability of collaborative networks may very well rest on those management skills that are obtained outside of the more traditional organizational hierarchy of today's public sector environment. Collaborative networks are seen as enhancing one's personal growth, even when there is the potential of conflict with the respondent's organization goals.

There is also a "management conundrum" of sorts that those who take part in collaborative networks recognize. There is a minimization by the individual as to the influence in the network that casts an uncertainty as to whether or not their participation

makes a difference as an individual. The conundrum appears to occur as it becomes recognized that, in order to sustain member involvement in the collaborative network and be a part of a solution to a greater outcome, it is the collective nature of the decision and the decision-making process that becomes most important and not the individual contribution. The ability to assess one's influence in a collaborative network as making a substantial difference in the outcome is belied by the very need to collaborate and be a part of reaching solutions as a group/network and produce more public value than what could have been accomplished by their own organization. This may be reflective of a management maturity and a critical skill set that is developed over time and longevity within the collaborative network.

The value of a "shared leadership" is not necessarily a trait to be admired in a command-and-control public sector environment. The sustainability of individual members in a collaborative network, however, rests upon this leadership skill as these networks appear to be a collection of unique leaders within their own organizations (see Tables 11 and 12 on Network Decision Making).

As with many skill sets examined in this study, there are those that may be required to be set aside and used sparingly and others that must dominate the landscape. Within the public sector there are myriad rules, regulations, policies, and procedures. While there is a general agreement that these rules and regulations must be followed, there does not appear to be a significantly strong agreement that they should be a dominating force within networks. Adherence to rules, whether they be bylaws or Robert's Rules of Order (Robert, 1901) is not seen as the most critical of skill sets to

possess in order to be an effective participant in a network. On the contrary, consensus-building skills, having a good grasp of group dynamics and some level of peer acceptance, are viewed as more critical to the individual participant and the sustainability of his/her involvement in the network.

Concentration on process toward accomplishing the mission and goals of the network and understanding the dynamics of the problems/issues addressed appear to be more significant than command and control skills. Overall, the sustainability of an individual's involvement in a collaborative network is affected by the ability of a member to adopt skills that ensure their involvement and participation within the collaborative network as a participating member and not as an assertive leader.

The level of preparation, critical skills, those learned and required for continued effectiveness, reflect not only on the requirements to be successful in a collaborative environment, but must also be considered as they relates to a transition or transference to those skills practiced in the home organization. Tables 9 and 10 address those issues. The ANOVAs for the Likert-scaled questions pertaining to Network Skill Transference showed no statistically significant differences between the three Networks at the  $=.05$  level.

#### *Level of Preparation*

Regardless of the reason for becoming a member of a collaborative network, there is a level of preparation that may or may not be accomplished to provide a perspective and background as one enters into an agreement to take part. Respondents were asked to identify the various methods utilized to familiarize themselves with the network prior to



Table 9

*All Respondents Network Skill Transference—Part I*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
Prior to joining the network, my preparation included				
Discussed with current members	91.7 (22)	50.0 (6)	69.2 (9)	75.5 (37)
Examined organization's goals	25.0 (6)	58.3 (7)	76.9 (10)	46.9 (23)
Discussed with my supervisor	33.3 (8)	66.7 (8)	53.8 (7)	46.9 (23)
Discussed with former members	12.5 (3)	33.3 (4)	15.4 (2)	18.4 (9)
Studied bylaws	12.5 (3)	8.3 (1)	30.8 (4)	16.3 (8)
Researched networks	16.7 (4)	8.3 (1)	15.4 (2)	14.3 (7)
None of the above	4.2 (1)	--	7.7 (1)	4.1 (2)
Skill sets critical to involvement in the network				
Consensus building	75.0 (18)	58.3 (7)	69.2 (9)	69.4 (34)
Understand group dynamics	66.7 (16)	83.3 (10)	61.5 (8)	69.4 (34)
Peer acceptance	58.3 (14)	50.0 (6)	23.1 (3)	46.9 (23)
Assertive decision making	25.0 (6)	25.0 (3)	46.2 (6)	30.6 (15)
Adherence to rules/bylaws	29.2 (7)	25.0 (3)	15.4 (2)	24.5 (12)
Other	12.5 (3)	16.7 (2)	15.4 (2)	14.3 (7)
What learned via network valuable to you and your organization <sup>a</sup>				
Consensus building	71.4 (15)	70.0 (7)	69.2 (9)	70.5 (31)
Understand group dynamics	57.1 (12)	80.0 (8)	76.9 (10)	68.2 (30)
Peer acceptance	57.1 (12)	40.0 (4)	38.5 (5)	47.7 (21)
Adherence to rules/bylaws	28.6 (6)	20.0 (2)	38.5 (5)	29.5 (13)
Assertive decision making	19.0 (4)	20.0 (2)	7.7 (1)	15.9 (7)
Other	9.5 (2)	--	--	4.5 (2)

*Note.* <sup>a</sup>Three respondents from the Association and two from the OC Team did not respond to this question.

Table 10

*All Respondents Network Skill Transference—Part II*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
Skills needed for others to be effective in the network <sup>a</sup>				
Consensus building	79.2 (19)	63.6 (7)	84.6 (11)	77.1 (37)
Understand group dynamics	70.8 (17)	63.6 (7)	61.5 (8)	66.7 (32)
Adherence to rules/bylaws	45.8 (11)	45.5 (5)	53.8 (7)	47.9 (23)
Peer acceptance	41.7 (10)	54.5 (6)	38.5 (5)	43.8 (21)
Assertive decision making	29.2 (7)	18.2 (2)	30.8 (4)	27.1 (13)
Other	4.2 (1)	--	7.7 (1)	4.2 (2)

*Note.* <sup>a</sup>One respondent from the Association did not respond to this question.

becoming involved. They were also offered the option of adding to those options in an open-ended choice. Multiple responses were an option. Tables 9 and 10 reflect the responses by each network with an aggregate for all respondents.

Clearly, the choice for preparation is to discuss the matter with current members of the network with 14% actually conducting research on networks as a part of their preparation. The identified elements are placed in order of selection by the respondents, represent multiple choices made, and are therefore not cumulative to N. Of interest is the fact that of the respondents that selected “none of the above,” two indicated that no preparation was accomplished prior to becoming involved in the network.

Network respondents evaluated skill sets that were viewed as potentially common to the Network environment. While the collective data could be evaluated in more detail, suffice to say that the majority of participants viewed consensus building, understanding group dynamics, and peer acceptance more strongly than assertive decision making and

adherence to rules and bylaws. Tables 9 and 10 reflect percentages only as they relate to critical skill sets, those that are learned, and those that are needed by others to be effective and sustain the Network.

*Research Question 5: Network Decision Making*

*Are there variations in the decision-making process of collaborative networks as compared to those found in hierarchical organizations? Are rules and procedures followed and conflicts managed?*

Many of the variations in the decision-making process have been commented on in previous responses to the questions posed. Clearly the authoritarian approach to decision making must give way to a more benevolent style, yet maintain a semblance of control over one's exposure to a new environment that may be contrary to one's organization. Involvement in collaborative networks is not compatible for all styles of management. At the executive and management levels, a spirit not only of competition but a camaraderie exists that is reflected not only in a peer acceptance, but an appreciation for what can be contributed from another perspective.

For those who take part in collaborative networks, there may be the desire to seek out those who have been known to possess the knowledge, skills, and abilities to act as a facilitator, build from the perspective of consensus, and understand group dynamics. For those who bring a command-and-control or a more assertive style to the network, a willingness to adapt to a different environment and decision-making process will undoubtedly contribute to the sustainability of a member within the network.

While the issue of rules and regulations, and where applicable bylaws, may be of concern, there does not appear to be a major concern for their adherence as indicated in the previous tables. Those in management and executive positions are generally aware of the basic need to establish guidelines for conducting business; however, collaborative networks take on a series of rules and regulations of their own that are formed and shaped by the group dynamics and facilitation skills of their members.

Another skill set that is required for success and sustainability is the manageability of conflict. This may take the form of a personal conflict associated with being a busy, worldly manager/executive with time and scheduling problems to accommodate another series of meetings and thought processes, or it may involve legal or political issues where unpopular positions are required to be taken either by the individual's organization or the network. The ability to manage this conflict and accommodate both is a skill set of major proportions and yet must be responded to in order to be effective in both environments.

Central to the core of collaborative networks is the belief that the mission and values are critical to the network. Each of the respondents was asked evaluate the criticality of the mission and values for their individual networks. Table 11 reflects that response.

Table 11

*All Respondents Network Decision Making—Part I*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Mission/values of network are critical to the organization</b>				
Strongly agree	58.3 (14)	25.0 (3)	76.9 (10)	55.1 (27)
Agree	25.0 (6)	58.3 (7)	23.1 (3)	32.7 (16)
Undecided	16.7 (4)	16.7 (2)	--	12.2 (6)
Disagree	--	--	--	--
Strongly disagree	--	--	--	--
Mean	4.4	4.1	4.8	4.4
Std. dev.	0.8	0.7	0.4	0.7
Coefficient of variation	0.18	0.16	0.09	0.16
ANOVA $F=3.214, p=.049$				
<b>Network has a "shared leadership" by all participants*</b>				
Strongly agree	34.8 (8)	--	15.4 (2)	20.8 (10)
Agree	52.2 (12)	16.7 (2)	46.2 (6)	41.7 (20)
Undecided	--	33.3 (4)	23.1 (3)	14.6 (7)
Disagree	13.0 (3)	41.7 (5)	15.4 (2)	20.8 (10)
Strongly disagree	--	8.3 (1)	--	2.1 (1)
Mean	4.1	2.6	3.6	3.6
Std. dev.	0.9	0.9	1.0	1.1
Coefficient of variation	0.23	0.35	0.27	0.31
ANOVA $F=10.084, p<.000$				
<b>Network rules are adhered to</b>				
Strongly agree	29.2 (7)	25.0 (3)	23.1 (3)	26.5 (13)
Agree	54.2 (13)	58.3 (7)	76.9 (10)	61.2 (30)
Undecided	8.3 (2)	16.7 (2)	--	8.2 (4)
Disagree	8.3 (2)	--	--	4.1 (2)
Strongly disagree	--	--	--	--
Mean	4.0	4.1	4.2	4.1
Std. dev.	0.9	0.7	0.4	0.7
Coefficient of variation	0.21	0.16	0.10	0.17
ANOVA $F=0.292, p=.748$				

Table 12

*All Respondents Decision Making—Part II*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
Network decision making is generally by consensus				
Strongly agree	45.8 (11)	16.7 (2)	15.4 (2)	30.6 (15)
Agree	37.5 (9)	58.3 (7)	46.2 (6)	44.9 (22)
Undecided	12.5 (3)	25.0 (3)	38.5 (5)	22.4 (11)
Disagree	4.2 (1)	--	--	2.0 (1)
Strongly disagree	--	--	--	--
Mean	4.3	3.9	3.8	4.0
Std. dev.	0.8	0.7	0.7	0.8
Coefficient of variation	0.20	0.17	0.19	0.20
ANOVA F=1.820, p=.173				
Network decision making varies according to need/issue				
Strongly Agree	29.2 (7)	8.3 (1)	15.4 (2)	20.4 (10)
Agree	50.0 (12)	83.3 (10)	84.6 (11)	67.3 (33)
Undecided	12.5 (3)	8.3 (1)	--	8.2 (4)
Disagree	8.3 (2)	--	--	4.1 (2)
Strongly disagree	--	--	--	--
Mean	4.0	4.0	4.3	4.0
Std. dev.	0.9	0.4	0.4	0.7
Coefficient of variation	0.22	0.11	0.09	0.17
ANOVA F=0.240, p=.788				
How the network handles conflicts				
Majority vote	12.5 (3)	8.3 (1)	15.4 (2)	12.2 (6)
Consensus	66.7 (16)	66.7 (8)	15.4 (2)	53.1 (26)
Exec. board decision	8.3 (2)	8.3 (1)	53.8 (7)	20.4 (10)
Not dealing with directly	8.3 (2)	--	15.4 (2)	8.2 (4)
Other	4.2 (1)	16.7 (2)	--	6.1 (3)

Note. For the Likert items, 5 correspond with "strongly agree" and 1 corresponds with "strongly disagree."

\* One respondent from the Association did not answer this question.

Evaluating the criticality of mission/values may at first appear to be of little consequence. The data presented appear to belie that statement as 12% of all respondents were undecided as to the overall critical role of a mission or value for the network. Only the Partnership, with a 4.8 mean recognized the significance, achieving an almost 77% “strongly agree” evaluation. Overall, a respondent’s mean of 4.4 reflects a strong mission/values connection however, the OC Team appears to lack a strong conviction regarding their mission and values with only 25% viewing the criticality at “strongly agree.”

Two of the ANOVAs for the Network decision-making items showed statistically significant differences at the 95% confidence level among the Networks surveyed. The first issue, “the Mission and Values of the Network are critical to the organization,” reflected that the Partnership respondents agreed most strongly with this statement followed by those from the Association, then those from the OC Team. The second item stated that “the leadership of the Network is a ‘shared leadership’ by all participants.” Here, respondents from the Association agreed most strongly, followed by those from the Partnership, then those from the OC Team.

### *Shared Leadership*

A determination of the value of shared leadership is based upon the nature of the composition of each network and the understanding of the various levels of group dynamics that take place in a network environment. Participants were asked to evaluate the level of “shared leadership.” Table 11 reflects the results of this area of questioning.

The analysis of variance showed that the OC Team differed significantly from

both the Association at the 99% confidence level ( $p = .001$ ), and the Partnership ( $p=.023$ ) but the Association and the Partnership did not differ significantly from one another.

There were statistically significant differences among each of the surveyed networks about the issue of shared leadership. Eighty-seven percent of the Association respondents were of the opinion that the network functioned by a “shared leadership” by all participants, while almost 63% of the Partnership agreed, and only just fewer than 17% agreed that the OC Team functioned as a shared leadership (2.6 mean). While the perception of what constitutes a “shared leadership” may vary among respondents, it is clear that each network must be evaluated on its own merits in this category. Almost 15% of the respondents viewed this assessment as “undecided,” yet no one in the Association evaluated it as such, and no one in the OC Team evaluated “shared leadership” in the “strongly agree” category.

#### *Adherence to Rules and Regulations*

Every organization, formal or informal, has a set of guidelines, policies, rules, and regulations or bylaws. Respondents were asked to evaluate the level of adherence to the individual networks rules/regulations/bylaws on a 5-point Likert scale. The results of this tabulation are reflected in Tables 11, 12, and 13.

There is general agreement that rules and regulations regarding the administration of the network are followed with each network having a mean of at least 4.0 (an average of four or “agree”). The process of decision making within a collaborative network requires an examination of a number of issues. Respondents were asked to evaluate



whether or not the process of making decisions was one of consensus or was it based upon need and the issues involved. Table 13 reflects the results of those who responded.

The decision-making process within a collaborative network is reflective of the varied forms of group dynamics and the individual perspectives of the members. All respondents generally agreed that the process was one of consensus, however the OC Team differed significantly from the two remaining Networks as it relates to “shared leadership,” while the Association respondents appeared to vary from the mean most significantly as it related to the “mission/values of the Network,” “adherence to rules,” “decision making by consensus,” and “varied decision making according to need/issue.” There was general agreement from the two remaining networks that consensus was important, but 25% of the OC Team and almost 39% of the Partnership were undecided. Interestingly, with a collective 22% undecided, it poses the question as to whether the decision-making process is that important to the members if they are unsure of, or undecided as to what the process is.

Responses to the category of decision making reflect a series of varied agreements with one distinguishing itself on an issue and the two remaining in agreement. For example, the coefficient of variation reflects a level of consistency as to “shared leadership” for the Association and Partnership with the OC Team reflecting a higher deviation from the mean. Some clarification may be required as to the decision making and may be reflective of a varied process based upon need or the issues in question. Table 13 also addresses the view of the decision-making process as it relates to this question. The strength of agreement is clearly reflected in the percentages with the Partnership

measuring a unanimous 100% that the process varied based upon the need or issue, the OC Team evaluating the process with over 90% of the respondents in agreement, and the Association with an almost 80% concurrence when combining “strongly agree” and “agree.” As seen in the coefficient of variation, however, the relative deviation from the mean (0.22) is higher for the Association than the other Networks. The OC Team and the Partnership reflects a consistent degree of dispersion.

### *Handling Conflict*

Closely aligned to the decision-making process is how collaborative networks view the handling of conflicts and the taking of positions that may generate conflict. By the very nature of collaborative networks, they are comprised of a cosmopolitan collective that bring to the table varying viewpoints. As the culture of a collaborative network is developed, so is the decision-making process and the methods used to handle conflicts or opposing positions. Participants were asked to identify the method (s) utilized to resolve conflicting views and positions. Table 12 reflects the results of this question as posed to the respondents.

Frequency and percentage distributions show the number and percentage of the respondents that fall within each category of the identified variables. The distribution of responses to this issue reveals that a majority (53%) view the best tool to handle conflict and opposing positions is through the process of consensus. The OC Team and the Association mirror each other with an almost 67% level of harmony while the majority of the Partnership appear to support a more authoritarian option by requiring the executive board to resolve the matter. For the purpose of potentially capturing new information

regarding how conflicts are handled within collaborative networks, an open-ended opportunity was provided to all respondents as they had a choice of “Other \_\_\_\_\_” and could fill in the blank. Of interest is the fact that 6% (3) of the respondents selected this option with one not knowing or being aware how conflict was handled, another that never had the opportunity to see any conflict, and the third viewing “continued discussion” as the viable option.

#### *Research Question 6: Network Policy Influence*

*Is there a direct impact on public policy within individual agencies represented in the collaborative network that may be in conflict with the goals of the network or the representative participants' organization? To what degree, if any, do collaborative networks have an impact on public policy of the participating organization? Do these policy decisions complicate or enhance the participating agencies and/or the individual agency of the participant?*

There appears to be a rather ambivalent response to whether there is a direct impact on public policy issues within the individual organizations of the participants in collaborative networks. The lack of any consistent pattern among those networks studied suggests that there may be other factors at play that do not permit a direct organizational impact. Political or legal issues notwithstanding, the ability to take the solutions home to the hierarchical organization may be an Achilles heel to the process of involvement.

Conflict with the goals of the network and the participating agency, while not overwhelming in terms of numbers can be severe for the individual who does see or actually experience a conflict. The method of resolution of that conflict can have a direct

bearing on the outcome of the level of participation within the network and must be resolved to a satisfactory level.

If the policy decisions of the collaborative network complicate the participating agency or the individual, there are a number of resolutions that require addressing. By the very nature of the wicked problems that networks address, one or more of the participating agencies may be a part of the problem and, thus, resolution may require major redirection or, at minimum, a modification in strategy, mission, or direction. While there may be times when network decisions/projects unnecessarily complicate the participant's operations and policy considerations, perhaps that is a small price to pay for addressing those wicked issues that require a more sophisticated resolution. The enhanced management skills that are learned during that process are small compared to the resolution of boundaryless problems.

Respondents were asked to evaluate the influence that the network had on policies of the participating organizations and whether the network enhanced their agency's current operations and policy considerations. Also relating to policy considerations, respondents were asked to assess whether the network decisions/projects unnecessarily complicated their current policy considerations. The response to these questions is reflected in Tables 13 and 14.

Many of the Network Policy Influence items displayed differences between the three respondent groups. Two items in Tables 13 and 14 were statistically significant at the 95% confidence level ( $p \leq .05$ ). One item asked the amount of agreement with the statement, "the Network decisions/projects unnecessarily complicate my agency's current

operations and policy considerations.” All respondents either disagreed or strongly disagreed with the statement, with the exception of the respondents from the Partnership; these two checked that they agreed with the statement. Whether the Network has regional impact was determined to be statistically significant at the 95% level, however examination of the coefficient of variation reflected agreement between the Association and the OC Team more so than the Partnership.

Table 13

*All Respondents Network Policy Influence—Part I*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>The network has significant influence on organizations' policies</b>				
Strongly agree	16.7 (4)	--	--	8.2 (4)
Agree	29.2 (7)	25.0 (3)	76.9 (10)	40.8 (20)
Undecided	33.3 (8)	50.0 (6)	23.1 (3)	34.7 (17)
Disagree	20.8 (5)	25.0 (3)	--	16.3 (8)
Strongly disagree	--	--	--	--
Mean	3.4	3.0	3.8	3.4
Std. dev.	1.0	0.7	0.4	0.9
Coefficient of variation	0.30	0.25	0.12	0.25
ANOVA F=2.645, p=.082				
<b>Network decisions/ projects enhance my org's operations and policy considerations</b>				
Strongly agree	20.8 (5)	8.3 (1)	7.7 (1)	14.3 (7)
Agree	37.5 (9)	33.3 (4)	53.8 (7)	40.8 (20)
Undecided	37.5 (9)	16.7 (2)	23.1 (3)	28.6 (14)
Disagree	4.2 (1)	33.3 (4)	15.4 (2)	14.3 (7)
Strongly disagree	--	8.3 (1)	--	2.0 (1)
Mean	3.8	3.0	3.5	3.5
Std. Dev.	0.8	1.2	0.9	1.0
Coefficient of variation	0.23	0.40	0.25	0.28
ANOVA F=2.488, p=.094				

Table 14

*All Respondents Network Policy Influence—Part II*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Network decisions/projects complicate my org's operations and policy</b>				
Strongly agree	--	--	--	--
Agree	--	--	15.4 (2)	4.1 (2)
Undecided	--	--	--	--
Disagree	41.7 (10)	50.0 (6)	69.2 (9)	51.0 (25)
Strongly disagree	58.3 (14)	50.0 (6)	15.4 (2)	44.9 (22)
Mean	1.4	1.5	2.2	1.6
Std. dev.	0.5	0.5	0.9	0.7
Coefficient of variation	0.36	0.35	0.42	0.43
ANOVA F=6.036, p=.005				
<b>Network has regional influence/impact</b>				
Strongly agree	20.8 (5)	--	--	10.2 (5)
Agree	50.0 (12)	41.7 (5)	84.6 (11)	57.1 (28)
Undecided	16.7 (4)	25.0 (3)	15.4 (2)	18.4 (9)
Disagree	12.5 (3)	33.3 (4)	--	14.3 (7)
Strongly disagree	--	--	--	--
Mean	3.8	3.1	3.8	3.6
Std. dev.	0.9	0.9	0.4	0.9
Coefficient of variation	0.25	0.29	0.10	0.24
ANOVA F=3.627, p=.034				
<b>Solutions/contributions of network have more public value than could have been done by any one agency</b>				
Strongly agree	58.3 (14)	58.3 (7)	53.8 (7)	57.1 (28)
Agree	41.7 (10)	25.0 (3)	46.2 (6)	38.8 (19)
Undecided	--	16.7 (2)	--	4.1 (2)
Disagree	--	--	--	--
Strongly disagree	--	--	--	--
Mean	4.6	4.4	4.5	4.5
Std. dev.	0.5	0.8	0.5	0.6
Coefficient of variation	0.11	0.18	0.11	0.13
ANOVA F=0.321, p=.727				

*Note.* For all these items, 5 correspond with "strongly agree" and 1 corresponds with "strongly disagree."

Two items in Tables 13 and 14 were statistically significant at the 90% confidence level ( $p \leq .10$ ). The coefficient of variation relative to policy considerations reflected a rather ambivalent response. For the OC Team there clearly appeared to be a lack of congruity with the home organization policy considerations as the relative distribution from the mean was higher. Fifty percent could not decide if the policy influence was significant and 25% disagreed that it had any significance. For the Association there was no consistency that policies could be influenced while the Partnership was in agreement to the extent of almost 77% that their home organizations policies were influenced by the network. Overall, the respondents agreed with almost 41% but 35% were left “undecided” and 16% disagreed.

The questionnaire item stating that “the Network decisions/projects enhance the agency’s current operations and policy considerations” received the most agreement from the Association, the second most from the Partnership and the least from the OC Team, and were statistically significant at the 90% confidence level ( $p \leq .094$ ). The relative deviation from the mean is higher in the OC Team than in the other Networks.

The ability to impact home organizations with the decisions/projects associated with involvement in networks appears to reflect a disparity of opinion. Almost 45% of the respondents are either “undecided,” “disagree,” or “strongly disagree” that there is any enhancement of their respective agency’s current operations. The Partnership and the Association appear to note some enhancement (61 and 58% respectively) with the OC Team least reflective of policy impact. This item is statistically significant at the 90%

confidence level ( $p \leq .082$ ). Again, additional research may be warranted to determine the extent of the disparity or the rationale for such dispersion of opinion.

The response to this series of questions as it relates to policy considerations may have been deemed predictable; however, there is a need to view within the context of all three policy-related questions. Reflecting on the questions relative to whether network involvement ever conflicted with the organization's goals (Table 6), the responses are somewhat replicated here at least for the Partnership that agreed that, at times, the network decisions/projects unnecessarily complicated their agency's operations and policy considerations. Clearly, additional research could be conducted in this area of policy influence and collaborative networks.

### *Regional Influence*

Respondents were asked to evaluate whether the collaborative network has consistent regional influence/impact in the matters in which it chooses to involve itself. The responses are reflected in Table 14. Respondents from the Association and the Partnership agreed most with this statement with means of 3.8 and 3.8 respectively. The OC Team had a lower agreement with this statement, with a mean of 3.1. These differences in means, therefore, were statistically significant at the 95% confidence level ( $p \leq .034$ ).

Respondents were asked to determine if the solutions reached and the contributions made by the network produced more public value than what could have been accomplished by any one single participating agency. Respondents overwhelmingly agreed that the solutions reached and contributions made by the network produced more



public value than what would have been accomplished by any one single participating agency. While the results did not display any statistical significance, the percentage calculations reflect some interesting perspectives. Only 4% were uncertain and represented just one of the surveyed networks, the OC Team. The degree of agreement was slightly higher for the Association than for the Partnership; however, the results clearly reflect a strong support for the collaborative network process as a means of impacting public value, due to the absence of any disagreement regarding the value of the Network producing public value.

*Research Question 7: Network Management Practices*

*Is there a corresponding element that is comparable, compatible and complementary to Luther Gulick's POSDCORB that can describe the management practices and characteristics of successful network collaboration?*

The principles of public administration are based upon the foundations of:

1. Representation,
2. The legitimacy of the administrative state,
3. Efficiency and effectiveness,
4. Being a responsible administrator, and;
5. Accountability. (S. Beaumaster, in-class statement)

Tools to accomplish all of this are provided through POSCORBIAN principles that, when followed provided a solid foundation for the delivery of service in the 20th century. To repeat those elements one more time, POSDCORBIAN principles were planning, organizing, directing, coordinating, reporting, and budgeting. Their utilization permitted the establishment of a foundation upon which those who are now in positions of influence must compliment with the addition of new principles that are compatible

with POSDCORB, do not replace but supplement them, for the administration of a more complex environment.

An examination of the data developed for this study clearly reinforces the seven guiding principles of POSDCORB espoused by Luther Gulick in 1937. The daunting challenge of providing services in the public sector's complex environment now requires that those services be delivered in a more efficient and problem-solving manner with the utmost of coordination, collaboration, and networking. Collaborative structures are becoming the loose couplings that are required to move from organizational silos and sustain our ability to either provide the services in our communities or ensure they are provided through the window of governance.

To accomplish collaboration is much more than interaction. The ability to bring the available *knowledge as a resource* to a forum that can problem solve is a vital necessity to a successful collaboration. Participants in collaborative networks struggle to leave their organizational agendas behind in order to bring *objectivity* and an understanding of the other organization's position to work toward; not the "best way," but a way that will work for all those represented as well as not represented in the network. The goal is one of inclusion and not exclusion.

This study has seen the need to *focus* on the mission and goals of the collaborative network that address the wicked issues of the public sector profession and not just the desires of an individual organization. Being mission driven is a skill set of the 21st century that cannot be overlooked. Formulating that mission requires the skill of

*facilitation* and the ability to be nonjudgmental of another's position and nondefensive of one's own as he/she moves through a process of problem solving.

### *Critical Skill Sets*

As discussed in previous chapters of this study, there are skill sets for those who partake in collaborative networks that are critical to the sustainability of the network. Respondents were surveyed to identify those skill sets and evaluate their need in terms of their involvement in the network. The respondents were allowed to select as many responses as they deemed were appropriate. Table 15 lists in order of ranking those skills found to be critical.

The identified elements were placed in order of selection by the respondents and represent multiple choices made. The percentage of respondents checking each item are reported in order of popularity. While consensus building and adherence to the rules, regulations, and bylaws represent opposite ends of the spectrum in terms of criticality, each surveyed network appears to develop a profile of its own that may be unique to its individual makeup and membership characteristics. Of significance is the fact that group dynamics plays an integral role for the OC Team (over 83%). Also of interest is that 14% of the respondents utilized the open-end category of "other" to identify their own particular skill set as defined by the individual respondent.

Table 15

*All Respondents Network Management Practices*

	The association (n=24) % (n)	OC team (n=12) % (n)	The partnership (n=13) % (n)	All respondents (n=49) % (n)
<b>Skill sets critical to involvement in the network<sup>a</sup></b>				
Consensus building	75.0 (18)	58.3 (7)	69.2 (9)	69.4 (34)
Understand grp. dynamics	66.7 (16)	83.3 (10)	61.5 (8)	69.4 (34)
Peer acceptance	58.3 (14)	50.0 (6)	23.1 (3)	46.9 (23)
Assertive decision making	25.0 (6)	25.0 (3)	46.2 (6)	30.6 (15)
Adherence to rules/bylaws	29.2 (7)	25.0 (3)	15.4 (2)	24.5 (12)
Other	12.5 (3)	16.7 (2)	15.4 (2)	14.3 (7)
<b>What learned via network valuable to you and your organization<sup>a</sup></b>				
Consensus building	71.4 (15)	70.0 (7)	69.2 (9)	70.5 (31)
Understand grp dynamics	57.1 (12)	80.0 (8)	76.9 (10)	68.2 (30)
Peer acceptance	57.1 (12)	40.0 (4)	38.5 (5)	47.7 (21)
Adherence to rules/bylaws	28.6 (6)	20.0 (2)	38.5 (5)	29.5 (13)
Assertive decision making	19.0 (4)	20.0 (2)	7.7 (1)	15.9 (7)
Other	9.5 (2)	--	--	4.5 (2)
<b>Skills needed for others to be effective in the Network<sup>b</sup></b>				
Consensus building	79.2 (19)	63.6 (7)	84.6 (11)	77.1 (37)
Understand grp. dynamics	70.8 (17)	63.6 (7)	61.5 (8)	66.7 (32)
Adherence to rules/bylaws	45.8 (11)	45.5 (5)	53.8 (7)	47.9 (23)
Peer acceptance	41.7 (10)	54.5 (6)	38.5 (5)	43.8 (21)
Assertive decision making	29.2 (7)	18.2 (2)	30.8 (4)	27.1 (13)
Other	4.2 (1)	--	7.7 (1)	4.2 (2)

*Note.* For these questions, respondents were allowed to select as many responses as they wished.

<sup>a</sup>Three respondents from The Association and two from the OC Team did not respond to this question.

<sup>b</sup>One respondent from The Association did not respond to this question.

The following verbatim descriptors were provided as open-ended responses in regard to skill sets critical to their involvement in the network:

1. Process and accomplishment

2. Understanding of domestic violence and its dynamics
3. Ethics above expediency
4. Sound advice
5. Verbal skills-communicating the tone of majority
6. Fair and impartial
7. Understanding of goals

*Skill Sets Learned/Enhanced*

Respondents were asked to identify the skill sets learned or enhanced that they deemed of value to them and their organization since their involvement and participation in the network. Respondents were permitted to select as many responses as deemed appropriate. Their responses are reflected in Table 15.

The identified elements are placed in order of selection by the respondents and represent multiple choices made. Since each respondent could choose multiple items, the results were summed. Rather, the percentage of respondents checking each item are reported in order of popularity.

Consensus building topped the list with almost 70%, while assertive decision making represented just fewer than 16% of the valued skills. With consensus building at 70% and understanding of group dynamics and facilitation at 80% for the OC Team, the benefit of new skills becomes a significant factor in being involved in collaborative networks for many. In response to documenting the open-ended responses, one respondent indicated that “copping with diverse leadership due to changing chairpersons”

appeared to be a skill required, and one respondent indicated he/she was too new to the network to respond intelligently.

*Skill Sets Needed for Others  
for Continued Effectiveness*

Respondents were asked to identify the skill sets that would be needed by others to continue the effectiveness of the collaborative network. The sustainability of a network does appear to have a direct relationship on the ability of network members to adopt skills that ensure the involvement and participation level within the collaborative network. The respondents were permitted to select as many choices as they deemed appropriate. Table 16 presents the data that respondents indicated were of value to continue other participants' effectiveness in the network.

The identified elements are placed in order of selection by the respondents and represent multiple choices made. Again consensus building ranked at the top of the selected skills with over 77%. Assertive decision making ranked last of the five choices, but still reflected 27% of the respondents concerns. In response to the open-ended opportunity, one respondent reflected that a skill set needed to continue other participants' effectiveness in the network was a "willingness to perform tasks for the organization." Another respondent added "fairness and impartial decisions" which are arrived at by skillful facilitation.

Bringing the necessary skills to the table must be preceded by having *access* to and obtaining the services of the appropriate level of management to become a member of the network. There appears to be a necessity to recruit the "volunteer" who

understands the various facets of a collaborative network to some degree and also have *access* to the political structure within their own organization to elicit the support necessary to take part in the network and return the benefits and message that the network sends in the form of policy and procedural recommendations. Consequently, some level of political *acumen*, or sense of good judgment, insight, and institutional wisdom is required to circumvent and/or navigate the waters of the network and their organization.

Lastly, there is a clear need to understand that, while rules and regulations are not the most important elements for collaborative networks to follow, there is a need to concentrate on *process*. Problem solving and the facilitation of group dynamics requires an adept attention to *the process* of problem solving and embracing a series of steps that require attention to the appropriate identification of the issues, vibrant discussion of alternatives, and the selection of a course of action that is arrived at by consensus. By concentrating on *process* the network may not identify the one best way but a way that addresses the issues in a manner that it is seen by all that input has been assessed, discussed and a solution obtained. For those with conflict with their organization's goals the skill to *abstain* from participating in the decision must reflect a level of organizational maturity, a commitment and a loyalty to the mission of the collaborative network by their participation in the experience without contributing and yet growing intellectually from the experience.

POSDCORB is the basis upon which the growth of public administration has been founded. A repositioning of public administration to deal with the issues of the 21st century requires the complimenting of these basic requirements with new skills to meet

the demands placed upon it. Figure 9 summarizes this effort by proposing to represent, from the basis of this study, that a complimentary set of contemporary management practices and characteristics do exist that can be built upon POSDCORB which are used to supplement and not replace POSDCORB. If it were a simpler time, public administration could stand on the pillars of POSDCORB that comprise the foundation of yesterday's public administration. Additional support, in the form of skill



*Figure 9.* New skill sets.



sets to acquire and master, place an enormous burden on the shoulders of today's public administrators. The recognition of new knowledge, skills, and abilities and their assimilation into the management style of today's administrators rests with those who are charged with the responsibility to execute today's *public value*.

### Summary

Through the efforts of this research a number of issues have been seen that have been identified that, when codified and formulated in an academic environment, may in fact contribute to the level of knowledge required to successfully deal with wicked issues that permeate our public sector. By examining those principles that have surfaced to one degree or other through this research effort, an opportunity exists to compare, compliment, or ensure the compatibility of new approaches to administering to the disarticulated state and ensuring that public administration is repositioned in a manner to deal with all issues that challenge our complex environment.

Chapter VI summarizes the findings of the research effort, reviewing the statement of the problem, purpose of the study, and review of literature. The conclusions drawn are specified by the seven major components of the study and examine future research efforts relating to collaborative networks.

CHAPTER VI  
SUMMARY, CONCLUSIONS, AND  
RECOMMENDATIONS

Introduction

The purpose of this chapter is to summarize the findings of the research effort through an examination of the statement of the problem, the purpose of the study, and the review of the literature. The conclusions that are drawn from this research effort are based upon the development and assessment of the literature review, presentation of the survey data, the results of the analysis of data and its relationship to the current state of knowledge regarding collaborative networks, and the institutional judgments that are drawn by the researcher from exposure to networks of practice, and the examination of the various theories that have been explored. Recommendations are offered regarding the use of the research model as well as the identification of areas that require further exploration in this important field with an emphasis on the need for future empirical study.

The findings of this study represent a considerable step forward in the examination of collaborative networks. This study offers original contributions that are supported by theory and practice as they relate to the public value of collaborative networks and collaborative thinking in complex environments. Those specific contributions are enumerated and summarized in this chapter.

### Summary of Collaborative Network Research

The research conducted in regard to collaborative networks is based upon a realization that all work in the public sector, as noble as the calling may be, cannot be accomplished within the halls of traditional hierarchical organizations. The evolution and practice of public administration has expanded beyond the study of theories, as applicable problem-solving models supporting the notion that there is a need to reposition ourselves with collaborative tools that permit the governance of communities in a time of boundaryless demands to ensure the creation, maintenance, and sustainability of public value. More specifically, as the original problem statement is posed: Do collaborative networks in the public sector create public value in complex environments characterized by horizontal authority relationships?

This research effort's response to the question posed by the problem statement is a resounding affirmative. In attempting to cope with the challenges of a disarticulated state and the demands upon the public services, the existing research has shown that traditional organizations and their leaders have turned to management techniques and tools that have originated within the educational environment and applied them to today's public sector issues. Collaborative networks have grown out of formal associations, informal gatherings, and professional relationships as a means of proactively addressing wicked issues that transcend the boundaries of jurisdiction, yet do nothing to supplant the traditional organizations that comprise its membership.

Many responses to the disarticulated state have been labeled as fads or weak efforts to resolve the issues proposed. Total Quality Management (TQM), Quality Circles

(QCs), Sensitivity Training, and even Strategic Planning have been tools utilized to grasp the enormity of the problems faced by the public sector in an effort to reach out for viable solutions. Collaborative networks have survived beyond many of those tools, yet, as the research has observed, use them all as a series of methods to process information and learn how to manage in a nonhierarchical environment that continues to face accelerated change with only small spasms of stability.

Collaborative networks have been seen as a response to the complexity and chaos that have given rise to a theoretical basis upon which one views the issues of the day. These networks assist in providing a needed pattern recognition to that which is labeled either chaotic or, at minimum, complex. The decision-making process within collaborative networks is seen as defused, reflecting no perfect choice but only the application of sound processes performed in a complex time and setting due to the need for consensus on what is to be accomplished. Finding a way that will work, instead of a search for the one best way, becomes the hallmark for collaborative decision making in lieu of more assertive hierarchical thinking.

Perhaps the most prevalent challenge is the issue of *public value*. Responding to the question of *how good do we want governance to be and how can there be an assurance that public value is at the forefront of governance?* means that people's adaptability to respond to the changing citizen aspirations must reflect a collective agreement to focus on *public value* as the criteria for successful governance and not just successful programmatic government.

Efforts to engage in collaborative networks have met with a sense of optimism, yet there is only a fraction of theorizing being accomplished in the literature. Recent outpourings have tended to bring to light the efforts of collaborative networks and surface their value from underneath the radar screen of public scrutiny. As will be seen in future research needs, the surfacing of collaborative networks may unmask processes and efforts to resolve wicked issues that have yet to respond to empirical testing.

There is little doubt that the topic of collaborative networks in the public sector is the “hot button” of the 21st century. In its formative stages of formalization, collaborative networks are both fluid in structure and fragile in their makeup. Practical experiments of collaboration continue to be needed and studied. This study has supported a number of earlier efforts to examine collaborative networks by examining, through the eyes of those who take part in networks, their perceptions of their own involvement and the observations of the various processes in play. This survey-oriented research involved the respondents’ perceptions and opinions from three separate and distinct collaborative networks that provided the subjective data in the areas identified in chapter V.

The findings, conclusions, and recommendations examine the applicability of this study and its contribution to the literature.

### General Conclusions

The study of the public value of collaborative networks requires that it be conducted within the context of a number of factors. Understanding that the geographic area studied, the Southern California region, is perhaps the most complex and cosmopolitan environment to be found, adds an element of sophistication to the study that

must be acknowledged. The response rate of 80%, 72.7%, and 46.4% (64.5% mean) is deemed to be a very acceptable rate for a survey of this magnitude. The universality of the data developed appears strong. The elements of *grounded theory* and *theoretical saturation* appear to be recognized as the results would not necessarily change with any higher percentage of return. It is this premise that the findings and conclusions are based.

#### *Respondent Organizational Affiliation*

The position of the member in his/her individual hierarchical organization appears to play a role in his/her involvement in a collaborative network. His/her particular assignment or sphere of interest as well as his/her title or rank (supervisor, manager, or executive) also plays a role. A strong sense of commitment to the mission of the network is universally reflected regardless of the individual discipline of the member. The challenge for each member appears to be the ability to balance the mission and responsibilities of the home organization with the mission and goals of the collaborative network. Where conflict does enter into the process, interestingly, the network many times is the beneficiary.

#### *Network Involvement/Time Spent*

While only a few members indicated a problem with scheduling time for the network, the rationale of a time demand as a reason not to become involved in a collaborative network is not supported by the data. The majority of respondents indicated that less than 5% of their time was devoted to network duties. While some may be members of multiple networks and be restricted with time commitments, a significant

number (20%) responded with devoting 6-10% to the network. The sustainability of the network may not rely upon a time commitment by the majority of its membership; however, to ensure the administrative feasibility and viability of the network, "someone" must step forward and commit substantial time toward the mission and goals of the network. The data suggest that all three networks could benefit from a full-time or part-time administrator to accomplish many of the duties/staff work required. While not a part of the present study directly, this could be the basis for further study.

#### *Conflict With Organization Goals*

As would be expected, the majority of network members did not cite any conflict with their organization's goals; otherwise, becoming a member would be contradictory in nature. There were, however, a number of respondents who indicated that when conflict did arise, either due to political issues or time scheduling, it was, rather interestingly, resolved in favor of the collaborative network. Again, strength of the mission of the network is an overriding factor in the decision-making process. Overall, the study reflected that the Association and the Partnership members worked to resolve their conflicts in favor of the network. The sustainability of a network appears to be reliant upon the ability of its members to resolve conflicts in favor of the network in some manner. Additional research may be required to identify those particular issues in question.

### *Goals, Values, and Personal Growth*

Participating in a collaborative network appears to have benefits for an individual's personal growth more strongly than it complimented or enhanced his/her organization or increased his/her value to his/her organization. This may be reflected in peer acceptance, exposure to a different method of problem solving, or an ardent desire to work effectively outside of their organizational structure.

### *Network Influence, and Participation*

The ability to assess a person's personal influence within a collaborative network appears to present some difficulty. Whether it reflects a lack of confidence on the part of an individual respondent or more of an appreciation for group dynamics and the power of positive groupthink could warrant further inquiry. The synergy of network involvement and being a part of a team effort may in fact belie any individual sense of contribution to the results produced by the network as a whole.

### *Criticality of the Mission, Values, Leadership, and Decision Making*

Perhaps the most dominant theme that has emerged in this study is the central core and importance of the belief that the mission and values associated with the collaborative network are critical. Whether it is related to conflict of goals or the need to manage one's time to participate or resolve political issues, participation and involvement are predicated on the mission of the network and less on the management style utilized to achieve the mission. A certain amount of "shared leadership" and group facilitation is required and minimal emphasis on rules and regulations appears to also be a key element.



### *Decision Making by Consensus/Need/Issue*

It is readily apparent that the decision-making process within a collaborative network is reflective of the varied forms of group dynamics, management styles, and individual perspectives of the members. Clearly, consensus plays a major role in the decision-making process of a collaborative network; however, there is also an element that believes that decision making must be based upon need or the issue at hand. Also of interest is the perception of how decisions are made within the network. Where one sits in the network may provide a perspective that is different than what may be intended by those who view consensus as the means to achieve solutions. There appears to be room for exploration of this element of collaborative networks in the future.

### *Handling Conflict*

How collaborative networks handle conflicts within their group is based upon a number of issues. The diverse makeup of networks may reflect the potential for discord. While consensus is the most favored skill set, a reversion to an authoritarian option may be required should the circumstances warrant. Sustainability of the network may be threatened if conflict cannot be resolved within the limits of the network. The option of choice to resolve such conflict appears to rest upon consensus.

### *The Public Value of Networks*

The public value of collaborative networks is an integral part of determining their worth as an alternative means of resolving issues faced in the public sector. As previously indicated, the substantive value of a collaborative network is directly related to the

mission and goals of the network. There clearly is required a strong level of agreement that the network be legitimately and politically sustainable. Concern is raised regarding whether the issue of administrative feasibility reflects a lack of need for it or a lack of support for this area as a contributing factor. Based upon the examination of the level of network involvement and time spent, there is the potential that the commitment to the collaborative network could be impacted by the lack of administrative feasibility or, more specifically, some level of staff support to accomplish the tasks undertaken. Public value could be held as a lofty mission for a collaborative network to function effectively but only if there is alignment among the components of the Strategic Triangle of being substantially valuable, legitimate and sustainable, and administratively feasible.

#### *Impact of Involvement*

For a majority of the respondents, involvement and participation in the network have a direct impact on the public value of the network. Involving oneself in a network must have meaning and must be viewed as a commitment to the mission and values of the network and not for individual benefit.

#### *Level of Preparation*

Few members of a network actually conduct research on the value of collaborative networks. The choice to obtain information regarding becoming involved in the network is predominantly to meet with current members and to examine the network's goals and objectives. Some level of query is also conducted with former members and one's superiors to assess the interest and level of commitment of the home

organization. Overall, doing some level of “homework” on joining a collaborative network plays an important role in the decision to take part.

### *Critical Skill Sets*

There are skill sets that are required to take part successfully in collaborative networks that are critical to the sustainability of the network and the individual’s participation. Consensus building, group dynamics, facilitation, and peer acceptance all play a role in becoming involved in the network. While the weight of each skill may vary based upon the network in question, it is clear that assertive decision making and adherence to rules and regulations/bylaws play less of a role than may have been expected. Several factors may affect the weight of the skill sets utilized, to include the overall administrative strength of the network and its achievement of the goals outlined, as well as the need to strive for consensus in a collaborative environment. Networks that may struggle to achieve their mission may be required to, at least temporarily, revert to assertive decision making and adherence to their rules, regulations, and bylaws to correct deficiencies in goal achievement.

Individual collaborative networks may require the development of their own set of critical skill sets that become the culture of success and be based upon the collective participants and group dynamics that take place over the life of the network. Clearly, other elements may be taking part that could include an emphasis on ethics, communication skills, process, as well as the achievement of goals. If a more authoritarian or command-and-control approach is to be taken, it may be based upon a need to provide a jumpstart of a new collaborative network or, as was the case in one of

the networks studied, to make a course correction in the direction and mission of the network.

#### *Skill Sets Learned/Enhanced*

A residual benefit of becoming a member of a collaborative network is the exposure to and the adoption of new skills or the enhancing of the skills that one may possess but not have the opportunity to utilize. Involvement in networks opens one's exposure to how consensus is achieved, the art of facilitation and mediation as well as a sound grasp of the power of group thinking in a creative and nonblaming environment. Overall, the benefit of obtaining new skills appears to be a significant factor in being involved in collaborative networks.

#### *Skill Sets Needed for Others for Continued Effectiveness*

The sustainability of a network appears to have a direct relationship on the ability of its members to adopt skills that ensure their continued involvement and participation within the collaborative network. Again, consensus plays an integral role in the decision-making process and very well may be the key skill necessary for the sustainability of the network. Arriving at fair and impartial decisions requires not only the ability to abstain when one has a dissenting opinion or position but also requires an appreciation of group dynamics and the desires of others to facilitate a solution that reflects all input.

*Policy Influence/Enhancements/Complications*

If networks were established to more directly influence the individual participating agency's policies or current operations, it would appear to be destined for failure. There appears to be a lack of congruity with the home organization policy considerations as such an opportunity does not always present itself for the network or the participating organizations. This may be more reflective of the types of issues the network chooses to embrace or the inability of its membership to carry back to the organization a substantial recommendation for policy consideration. Regardless, policy issues are generally not impacted by network activities to any significant degree. Additional research in this area may be required to determine the extent of disparity or the rationale for why policies, or if in fact, they can be impacted to any appreciable degree by a collaborative network. Questions that arise may include whether networks are destined to be merely programmatic in nature and not be the foundation for policy-level modifications or whether the lack of administrative feasibility plays a role in members not being able to carry back to their organizations sufficient information to impact home organizations policies.

While there may be times that the decisions and projects embraced by the collaborative networks unnecessarily complicate the home organization's current operations and policy considerations, there is general agreement that it does not. Reflecting on the rationale for why members join in the first place and the emphasis on mission and goals, it is also apparent that if there were complications, the network priorities and overall influence may very well prevail.

### *Regional Influence*

The very nature of the makeup of a collaborative network may reflect positively on network influence and regional issues. If network members are comprised of various organizations that may be a diagonal slice of a discipline or a cross-section of industries, regional influence will undoubtedly be impacted. Perhaps in lieu of having a direct policy impact, the operative word for collaborative networks could be assessed as “influence” on policies as opposed to enhancement or direct impact.

### *Production of Public Value*

If public value is measured by being substantially valuable, by being legitimately and politically sustainable, and administratively feasible, then collaborative networks overwhelmingly should be viewed as successful and provide the ability to reach solutions and make contributions that could not be produced by any one single participating agency. There is a strong level of agreement that, when accomplished appropriately and managed effectively, the collaborative network process is a viable means of impacting public value.

### Research Questions, Findings, and Linkages to the Literature

While the understanding of the issues that surround collaborative networks are not totally and completely supported by theory and measurement, but more so by the study of networks of practice, there does exist a strong relationship to the literature that has been provided. This study originally posed seven questions and presented literature that

provided a framework for a reflection on theories that were applicable to the study of collaborative networks.

A summary of findings and the linkages to the literature are presented in a following section.

### *Network Sustainability*

Collaborative networks have the capacity to create/maintain and/or sustain public value when measured against the definitive criteria of being substantially valuable, operationally and administratively feasible, and legitimately and politically sustainable.

*Can administrators who engage in collaborative networks create/maintain and sustain public value?*

Based upon the research conducted, there was substantial agreement that public value may be directly tied to the mission and accomplishments of the collaborative network. Utilizing the Strategic Triangle proposed by Mark Moore (1995) for the definition of *public value*, the strength of public value lies in the network being legitimate and politically sustainable and substantially valuable to the community. Possessing the capacity for administrative feasibility may require additional research efforts as there appeared to be a level of weakness as would be common for collaborative networks that may lack administrative support.

The results of this study support the argument that Mark Moore's (1995) precepts regarding public value have considerable merit. With a greater focus on *public value*, there is a corresponding move from programmatic government to being governance based, utilizing goals and networking to address issues that transcend boundaries. A

belief in public value, as articulated by Goldsmith and Eggers (2004), will gradually change the way government is conceptualized and eventually reflect on the way business is conducted in the public sector. Collaborative networks play an integral role in this effort as seen by the results of this study.

#### *Network Commitment*

*Is the amount of time in terms of their involvement worth the effort to sustain membership in the network? Is there a commitment that is required that is unmanageable for the benefits derived?*

The original rationale for becoming a member of a collaborative network is as varied as the individual participants themselves, but generally falls within the categories of being assigned as a part a person's duties, volunteering or being requested to serve. Once becoming a member of a collaborative network, the opportunity is present to remain for an extended period of time. Many choose to extend their longevity due to a commitment to the mission, goals, and values of the network; however, there also appears to be a natural transition of membership in that many members have less than 3 years. This may be reflective of a normal attrition that is seen throughout the public sector in a number of management and executive positions or reflective of a dissatisfaction with their involvement.

The demand to create public value, as depicted by the survey results, reflects the determination of whether to become a member of a collaborative network. If the mission and goals are seen as viable, compatible, and worthy, then responsible managers and executives will find the time required to commit to issues of the collaborative network.



This is supported by Linden's (2002) assertion that those involved in networks must experience the benefits of collaborating in their everyday work for an extended period of time. The literature also suggests that when collaborative practices persist for several years, many see the real benefits (public value) and make believers of the skeptics.

Networks are also seen as a social resource (Laird, 2006). This was affirmed on several occasions as research indicated that before a person makes a decision to become a member he/she discusses it with current and past members as well as their supervisors. Of particular interest is the fact that the study revealed that when conflicts do arise due to time commitment, scheduling or even political issues that the network becomes the beneficiary of the decision more often than not. Interestingly, Rethemeyer (2005) cited a study by Agranoff and McGuire that observed that city administrators use collaborative networks to escape the diktat of state and federal officials by establishing collaborative connections and use them to develop resources, manage collaboration, and develop political support for their strategy.

#### *Network Solutions*

*Are there solutions produced in the collaborative network that would not have been achieved, but for the network and their involvement? Could one of the participating organizations perform the function, sponsor a program or accomplish the mission and goals on their own?*

Prior to responding to this question there is a need to reflect on Kickert et al.'s (1997) recognition of the limitations of governmental hierarchical organizations in

general. The origins of networks in the public sector transitioned from the business orientation to the educational environment that stressed personal connections and formed alliances and a number of mosaic networks that reflected common expectations and effective communications that generated connectability (Laird, 2006).

There are relatively few surveys of individual entities that unanimously concur with each other. The response to this question is a resounding support for participating in collaborative networks and may in fact be the key to resolving wicked problems and issues that have plagued communities and transcended the boundaries and jurisdictions of geographic regions. The presence of wicked problems, as depicted by Ackoff (1974) and Clarke and Stewart (1997) has resulted in a special challenge to government specifically because the problems transcend boundaries, cut across policies and service areas, and resist solutions by the single agency or “silo” approach (Keast et al., 2004).

This research has determined that even if they complicate the original organization’s operations and policies, the overriding public value elevates the collaborative network and its unique processes to a level that requires they be embraced as at least a partial solution to the disarticulated state. It does appear that collaborative networks should work more diligently on their ability to influence regional matters that it chooses to involve itself. Again, the administrative feasibility of this effort deserves further study.

### *Network Skill Transference*

*Are there skill sets and transferable leadership elements that are characteristically different in collaborative networks than that found in a hierarchical organization?*

As with many skill sets examined in this study, there are those that may be required to be set aside and used sparingly and others that must dominate the landscape. The literature regarding skill sets in collaborative networks reflects a cross-section of opinions. Kickert et. al. (1997) reflect on reticulist skills that require assessments to be made for involvement, processes, and the distribution of information. Goldsmith and Eggers (2004) observe that managing in a collaborative network environment requires flexibility and adaptability, knowing when to listen, and when to lead, understanding the need for change as well as flexibility in the decision-making process. Agranoff and McGuire (2003), as well as Linden (2002), have developed extensive matrix models to identify skills and qualities necessary for collaborative leaders. The response to the overwhelming amount of literature in this area is clearly supported by this research effort.

Laird's (2006) alignment with what is referred to as *social capital* also plays a vital role as it defines the social assets that enable a network to attract those with the skill sets to sustain the membership.

Within the public sector there are myriad rules, regulations, policies, and procedures. While there is a general agreement that these rules and regulations must be followed, there does not appear to be a significantly strong agreement that they should be a dominating force. Adherence to rules, whether they be bylaws or Robert's Rules of

Order (Robert, 1901) is not seen as the most critical of skill sets to possess in order to be an effective participant in a network. On the contrary, consensus-building skills, having a good grasp of group dynamics, facilitation, and some level of peer acceptance are viewed as more critical to the individual participant and the sustainability of their involvement in the network.

Concentration on process toward accomplishing the mission and goals of the network and understanding the dynamics of the problems/issues addressed appear to be more significant than command-and-control skills. Overall, the sustainability of an individual's involvement in a collaborative network is affected by the ability of a member to adopt skills that ensure his/her involvement and participation within the collaborative network as a participating member and not as an assertive leader.

#### *Network Decision Making*

*Are there variations in the decision-making process of collaborative networks as compared to those found in hierarchical organizations? Are rules and procedures followed and conflicts managed?*

Both Linden's (2002) and Frederickson's (1999) emphasis on disarticulation offer tools for problem solving and decision making. The disarticulation is caused by factors that infuse complexity into the decision making process such as the lack of consensus, the problem of options to achieve the goals and the number of stakeholders involved.

In response to both Linden's (2002) and Frederickson's (1999) concerns about disarticulation, the results of this study provide some insights into the variations in the decision-making process. For those who take part in collaborative networks there may be

the desire to seek out those who have been known to possess the knowledge, skills, and abilities to act as a facilitator, build from the perspective of consensus, and understand group dynamics. For those who bring a command-and-control or a more assertive style to the network, a willingness to adapt to a different environment and decision-making process will undoubtedly contribute to the sustainability of a member within the network.

Keast et al. (2004) have opined that typical forms of power and authority do not work in network structures. This research effort affirmed that statement, and the data suggest other issues as well are involved. For example, while the issue of rules and regulations and, where applicable, bylaws may be of concern, there does not appear to be a major concern for their adherence.

Those in management and executive positions are generally aware of the basic need to establish guidelines for conducting business; however, collaborative networks take on a series of rules and regulations of their own that are formed and shaped by the group dynamics and facilitation skills of its members and not the assertive decision making found in hierarchical organizations.

The manageability of conflict may take the form of a personal conflict associated with being a busy, worldly manager/executive with time and scheduling problems to accommodate another series of meetings and thought processes, or it may involve legal or political issues where unpopular positions are required to be taken either by the individual's organization or the network. The ability to manage this conflict and accommodate both is a skill set of major proportions and yet must be responded to in

order to be effective in both environments. Again this issue is supported by Goldsmith and Eggers' (2004) reflections on managing in a network environment and understanding the need for change and flexibility.

### *Network Policy Influence*

*Is there a direct impact on public policy within individual agencies represented in the collaborative network that may be in conflict with the goals of the network or the representative participants' organization? To what degree, if any, do collaborative networks have an impact on public policy of the participating organization? Do these policy decisions complicate or enhance the participating agencies and/or the individual agency of the participant?*

The literature on the impact on public policy and collaborative networks many times circumvents a discussion of direct impact. Cigler (1999) has identified nine conditions that must emerge in networks for them to function, only one of which directly impacts policy. There appears to be more of a focus on strategies, objectives, and goal accomplishment and less on direct policy implications.

There also appears to be a rather ambivalent response to whether there is a direct impact on public policy issues within the individual organizations of the participants in collaborative networks. The lack of any consistent pattern among those networks studied suggests that there may be other factors at play that do not permit a direct organizational impact. Political or legal issues notwithstanding, the ability to take the solutions home to the hierarchical organization may be an Achilles heel to the process of involvement.

With an emphasis on other elements that are deemed more important than “policy” issues, such as mission, goals, and achieving results, there is less of a need for changing or modifying a policy or procedure. Another element that may be interjected is related to the administrative feasibility of a network impacting the home organization. Is policy impact possible, necessary, or productive? Is there a method established to convey the need for policy implications that may be lacking in the collaborative network? These and other questions arise as further research may be warranted.

If the policy decisions of the collaborative network complicate the participating agency or the individual, there are a number of resolutions that require addressing. By the very nature of the wicked problems that networks address, one or more of the participating agencies may be a part of the problem and thus resolution may require major redirection or, at minimum, a modification in strategy, mission, or direction. While there may be times when network decisions/projects unnecessarily complicate the participant’s operations and policy considerations, perhaps that is a small price to pay for addressing those wicked issues that require a more sophisticated resolution. The enhanced management skills that are learned during that process are small compared to the resolution of boundaryless problems.

#### *Network Management Practices*

*Is there a corresponding element that is comparable, compatible and complementary to Luther Gulick’s POSDCORB (an acronym or nonsensical term that reflects the first letter of key words) that can describe the management practices and characteristics of successful network collaboration?*

The principles of public administration are based upon the foundations of (a) representation, (b) the legitimacy of the administrative state, (c) efficiency and effectiveness, (d) being a responsible administrator and most importantly, (e) accountability (Beaumaster, 2001). Tools to accomplish all of this are provided through POSCORBIAN principles that, when followed, provided a solid foundation for the delivery of service in the 20th century. Those elements of POSDCORBIAN principles were planning, organizing, directing, coordinating, reporting, and budgeting (Gulick, 1937). Their utilization permitted the establishment of a foundation upon which those who are now in positions of influence must compliment with additional principles that are compatible with POSDCORB, do not replace, but supplement them, for the administration of a more complex environment. The introduction of additional principles is not meant to replace the work done thus far, but more to provide additional tools to create new paths where others may not have treaded before.

The results of this study have reinforced the seven guiding principles of POSDCORB, yet the challenge is to add to this body of knowledge with additional tools to achieve collaborative network compatibility. Are there equivalent management practices, functions, and behaviors to the traditional POSDCORB processes? If so, what are they, and why are they important? In responding to their importance, it is critical to note that the processes, systems, and function present in public administration require structure, form, and understanding. The use of models, political structure, a systems approach, or a rationale is required to support empirical data. In the complex environment and disarticulated state that has been established, form and structure are still a



requirement. Additional capabilities and competencies are thus required in support of and in addition to the elements of planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

The ability to bring the available *knowledge as a resource* to a forum that can problem solve is a vital necessity to a successful collaboration. Participants in collaborative networks struggle to leave their organizational agendas behind yet bring the resource of knowledge or, at minimum, knowing the location or source of accurate information without it being perceived as the “one best answer.” With an emphasis on conflict resolution, problem-solving skills, and a distancing from the decision to permit the network to accept responsibility/ownership in order to bring *objectivity* and an understanding of the other participating organization’s position requires a loyalty to the various organizational disciplines represented in the network and not the “best way,” but a way that will work for all those represented and not represented in the network. The *objectivity* may also include an expression of dissatisfaction or frustration with a system that may not be working effectively as well as a satisfaction from merely taking part in a process of networking for the purpose of connecting those who, but for the process, would not be connected. The overriding goal is one of inclusion and not exclusion.

This study has seen the need to *focus* on the mission and goals of the collaborative network that address the wicked issues of the public sector profession and not just the desires of an individual organization. The ability to focus on the principles and mission, the issues of a profession and network, and the desire to serve the public interest is the skill sets of the 21st century that cannot be overlooked. Formulating that mission requires

the skill of *facilitation* and the ability to be nonjudgmental of another's position and nondefensive of one's own as he/she moves through a process of problem solving. This ability to elicit input from one's peers, both positive and negative, applying critical thinking skills and an appreciation of the positive elements of groupthink and nonjudgmental thinking is also required.

Bringing the necessary skills to the table must be preceded by having *access* to and obtaining the services of the appropriate level of management to become a member of the network. There appears to be a necessity to recruit the "volunteer" that understands the various facets of a collaborative network to some degree and also have *access* to the political structure within their own organizational structure to elicit the support necessary to take part in the network and return the benefits and message that the network sends in the form of policy and procedural recommendations. Consequently, some level of political *acumen*, or sense of good judgment, insight, and institutional wisdom is required to circumvent and/or navigate the waters of the network and their organization as well as the other hierarchical organizations that require interaction.

Lastly, there is a clear need to understand that, while rules and regulations are not the most important elements for collaborative networks to follow, there is a need to concentrate on *process*. Problem solving and the facilitation of group dynamics requires an adept attention to *the process* of problem solving and embracing a series of steps that require attention to the appropriate identification of the issues, vibrant discussion of alternatives, and the selection of a course of action that is arrived at by consensus. By concentrating on *process*, the network may not identify the one best way but a way that

addresses the issues in a manner that it is seen by all that input has been assessed, discussed, and a solution obtained. For those with conflict with their organization's goals, the skill to *abstain* from participating in the decision must reflect a level of organizational maturity, as well as a commitment and a loyalty to the mission of the collaborative network by their participation in the experience without contributing and yet growing intellectually from the experience.

Figure 8 on page 160 reflects the compatibility of POSDCORB with these new principles that can be typified with the acronym of PAAFFKO. The need to embrace the additional skills of *process, access, abstainability, acumen, focus, facilitation, knowledgeable, and objectivity* is at least the beginning stages to stand on the shoulders of Gulick's principles and supplement the literature for future scholars to expound upon (see Table 16 for Summary of Findings).

#### Future Research Recommendations

While many of the research questions posed were addressed to at least some extent, it may be useful to explore areas that warrant further research if not just as an engagement of discourse but also for the benefit of academic inquiry. Because the area of collaborative networks is so expansive and fertile ground for additional research, one could provide an endless list of items to direct the ardent researcher of collaborative networks. The recommendations made as a part of this study are based primarily on the results of the survey and the need for additional exploration in the areas that were prompted by results that provoked even more questions. Much as the previous research

questions have been posed throughout this study, the following statements are posed in the form of a query for future researchers to respond.

Table 16

*Summary of Findings*

Research questions	Findings	Authors of influence
1. Network sustainability	Play integral role/tied to mission and strategic triangle	Goldsmith, & Eggers (2004) Moore (1995)
2. Network commitment	Varied rationale/natural transitions/social resource	Agranoff & McGuire (2003), Laird (2006), Linden (2002), Rethemeyer (2002)
3. Network solutions	Unanimity even if complicating participating organization	Keast et al. (2004), Kikert, Klijn, & Koppenjan (1997), Laird (2006)
4. Network skill transference	Concentrate on process flexible skills/consensus/absence of rules	Agranoff & McGuire (2003), Laird (2006), Linden (2002)
5. Network decision making	Facilitator, resolution of conflict/understanding change	Frederickson (1999), Goldsmith & Eggers (2004), Linden (2002)
6. Network policy influence	Indirect impact/lack of administrative feasibility/modify strategies	Cigler (1999)
7. Network management practices	PAAAFFKO	Beaumaster (2001), Gulick & Urwick (1937)

### *Survey Administration*

While not directly related to the issues surrounding collaborative networks but reflective of a number of issues is the ability to administer a questionnaire via U.S. mail or e-mail with an expectation of a return by all who are requested to take part. Time to complete the questionnaire was estimated at 10-15 minutes, yet many cited the inability to find time as a rationale for not completing it. Research on such issues, while not of major concern, belies the fact that those in the public sector have an obligation to contribute to the academic literature and take part in studies that can advance the knowledge associated with their profession.

### *Network Membership*

There are a number of areas that could be studied as they relate to network membership. Why do some stay in the network upwards of 10 or 20 years and others leave within 3 years? Are these factors reflective of the sustainability of the network or more reflective of the turnover in positions of influence in the public sector? Are there other elements outside of the control of the member that dictate their membership tenure?

As it relates to how someone enters a network, does it matter whether one is recruited by other members or seeks membership on their own? Does being assigned by the hierarchical organization as a part of the responsibility of the position have a positive, negative, or neutral affect on membership activity and contribution?

Is there a direct correlation between time spent on network duties and the longevity of membership? Is there a need by one of the members to act as an administrator to accommodate administrative support or is it more appropriate to hire a

director to accomplish this duty? If so, how is payment or remuneration to be constructed?

The method by which a person obtains information about a network and their level of preparation in terms of conducting research on the organization may require additional study. Should there be an approval by the applicant to sign that they agree to the bylaws? Should they research the conceptual perimeters of collaborative networks in general or at minimum study the history and sustainable nature of the network prior to being accepted?

Lastly, why is it that members of collaborative networks are less concerned with how membership in the network benefits them directly and more concerned with ensuring that public value is maintained?

### *Group Dynamics*

When placed in a collaborative network setting it appears that managers and executives are less concerned with their individual influence and ability to contribute and more concerned that the issues that are the basis for the network are being addressed. What is the basis for this modification in leadership style for those who work in a command and control environment? How significant is the strength of a network's mission and goals as compared to the hierarchical organization goals?

### *Rules and Regulations*

The lack of emphasis on rules, regulations, and the adherence to bylaws is somewhat counter to the environment of the majority of public sector organizations. Being policy and procedure driven is the basis by which many organizations function and many thrive. Do collaborative networks have their own set of rules and regulations, written and unwritten, that are created by culture and norms not associated with traditional organizations? Does this contribute to or detract from the sustainability of the network?

### *Decision Making*

The process of decision making in collaborative networks has been described by many scholars and reinforced by the results of this study as unique and varied from the traditional organizational environment. Are there more elements at play here than striving for consensus or being flexible and adaptive to the issues at hand? How much information is needed to make an informed decision and is it required that all buy in to the decision or can one abstain without damage to their overall membership? If conflicting views are held by members, should there be a more formal vehicle for their resolution than majority vote or an override by an executive board?

### *Skill Sets*

With all of the attention given to the skill of *consensus*, how much is known of this method of decision making, and does groupthink play a negative as well as positive

role in developing consensus? What are the elements of consensus that contribute to a viable process of decision making, and can they be learned?

### *Policy Considerations*

The implications of policy on networks and the potential for conflict with participating organizations require further exploration. While there may be a disparity of opinion, if it is difficult to impact policies, is it really necessary? If it is necessary, what are the tools required of the collaborative network to successfully ensure the policies are impacted? Does it require a stronger level of *administrative feasibility* on the part of the network to bring the issues to the point of being responded to by the participating organization, or is it the individual participating member that has the obligation to carry the message?

Many collaborative networks in the public sector operate under the radar screen and are not obvious to the general public or even those who work in the public sector. Their presence may be viewed as a collateral organization to the traditional structure, an independent entity or a nonprofit service organization. Regardless of how they are viewed their presence could have significant operational impact on the delivery of services to the general public. At what point does a network evolve into its own hierarchical organization and take on the characteristics of a more traditional public sector organization? At what point do all of the rules and regulations that apply to public sector organizations (The Brown Act, public hearings, public notice, formalization of minutes, etc.) apply to the collaborative network? Only additional research will resolve those tangential issues.



### *Production of Public Value*

There appears little doubt that collaborative networks have substantial public value and produce more than what could have been accomplished by any one single participating agency. If collaborative networks provide such value, why are they not utilized more as the vehicle of choice in resolving the wicked problems, simplifying the complexities, and sorting out chaos for the issues that permeate communities? For it is not enough to say that public managers create results that are valued; they must be able to show the results obtained are worth the cost of private consumption and unrestrained liberty forgone in producing the desirable results. Only then can we be sure that some public value has been created (Moore, 1995).

### Final Assessment

The future of collaborative networks lies within those who study their architecture and those who practice it. The public value of networks lie in the processes utilized to sustain these collaboratives to ensure that they continue to have impact on the members and the results are worth the contributions of those who participate. If collaborative networks do not yet occupy a sufficient presence in public administration the fault lies in the failure of those in leadership positions to recognize their value and utilize the tools available to them in a more sophisticated manner that ensures public value is achieved.

Those who use collaborative networks to achieve the optimum problem solving and wish to continue are to be commended. The value of exploring alternative means to effectively deliver services to the public or ensuring that those services are delivered requires the use of a number of tools that are available to today's public sector leaders.

The strengths of collaborative networks clearly outweigh its weaknesses. The opportunities for achievements of unparalleled success far outweighs the threats that may be imposed by going outside of the traditional organizational structure to deal with the wicked problems faced by communities.

Regardless of the structure of a collaborative network, the emphasis is clear: the presence of a mission- and goal-centered network is a clear statement of their public value. It then becomes incumbent upon those in leadership positions to execute.

## REFERENCES

## REFERENCES

- Abramson, M. A., Breul, J. D., & Kamensky, J. M. (2006) *Six trends transforming government*. Special Reports Series. Washington, DC: IBM Center for the Business of Government.
- Ackoff, R. L. (1974). *Redesigning the future: A systems approach to societal problems*. New York: Wiley & Sons.
- Agranoff, R. (2006). Inside collaborative networks: Ten lessons for public managers. *Public Administration Review* 66 (suppl.), 56-65.
- Agranoff, R., & McGuire, M. (2003). *Collaborative public management: New strategies for local governments*. Washington, DC: Georgetown University Press.
- Baumgartner, F. R., & Jones, B. D. (1993). *Agendas and instability in American Politics*. Chicago: The University of Chicago Press.
- Beaumaster, S. (2001). *PADM 690 Foundations in public administration*. La Verne, CA: University of La Verne.
- Bogason, P. (2000). *Public policy and local governance: Institutions in postmodern society*. Cheltenham, UK: Edgar Elgar Publishing Limited.
- Bradburn, N., Sudman, S., & Wansink, B. (2004). *Asking questions: The definitive guide to questionnaire design—for market research, political polls, and social and health questionnaires*. San Francisco, CA: Jossey-Bass.
- Brinkerhoff, D. W., & Brinkerhoff, J. M. (2001). Cross-sectoral policy networks: lessons from developing and transitioning countries. In Myrna P. Mandell (Ed.), *Getting results through collaboration: Networks and network structures for public policy and management* (pp. 167-188). Westport, CT: Quorum Books.
- Bryman, A. (2004). *Social research methods*. (2nd ed.). Oxford: Oxford University Press.
- Cambel, A. B. (1993). *Applied chaos theory: A paradigm for complexity*. Boston: Academic Press, Harcourt Brace Jovanovich, Publishers.
- Chambers, R. (2002). *Participatory workshops: A sourcebook of 21 sets of ideas and activities*. London: Earthscan Publications.

- Cigler, B. (1999). Pre-conditions for the emergence of multicomunity collaborative organizations. *Policy Studies Review*, 16(1), 86-102.
- Clarke, M., & Stewart, J. (1997). *Handling the wicked issues: A challenge for government*. Birmingham, UK: University of Birmingham, Institute of Local Government Studies.
- Cooper, H. (1998). *Synthesizing research: A guide for literature reviews* (3rd. ed.). Thousand Oaks, CA: Sage.
- Cooper, T. L. (1998). *The responsible administrator: An approach to ethics for the administrative role* (4th ed.). San Francisco, CA: Jossey-Bass.
- Creswell, J. W. (2003) *Research design: Qualitative, quantitative and mixed methods approaches* (2nd ed.). Thousand Oaks, CA: Sage.
- Denhardt, K. G. (1988). *The ethics of public service: resolving moral dilemmas in public organizations*. New York: Greenwood Press.
- Denhardt, R. B. (2000). *Theories of public organization* (3rd ed.) Forth Worth. TX: Harcourt Brace College Publishers.
- Deschenes, E. P., Valenzuela, S., & Hails, J. (2003). *Report covering Domestic violence fatalities: Orange County 1997-2000*. Long Beach: California State University Long Beach.
- Dye, T. (2002). *Understanding public policy* (10th ed). Upper Saddle River, NJ: Prentice-Hall.
- Facer, R. II, & Owens, B. (2005, April). Building solid links between managers and academics. *Public Management*, 15-17.
- Fischer, F. (2003). *Reframing public policy: Discursive politics and deliberative practices*. Oxford: Oxford University Press.
- Foddy, W. (1993). *Constructing questions for interviews and questionnaires: Theory and practice in social research*. Cambridge, MA: Cambridge University Press.
- Frankfort-Nachmias, C., & Nachmias, D. (2000). *Research methods in the social sciences* (6th ed.). New York: Worth Publishers.
- Fredrickson, H. G. (1999). *The repositioning of American public administration: The John Gaus lecture*. Retrieved n.d., from PSONline database <http://www.apsanet.org>

- Frederickson, H. G., & Smith, K. B. (2003). *The public administration theory primer*. Boulder, CO: Westview Press.
- Freeman, L. C. (2004). *The development of social network analysis: A study in the sociology of science*. Vancouver, BC, Canada: Empirical Press.
- Friedman, T. L. (2006). *The world is flat: A brief history of the twenty-first century*. New York: Farrar, Straus & Giroux.
- Gladwell, M. (2002). *The tipping point: How little things can make a big difference*. New York: Little, Brown & Company.
- Gleick, J. (1987). *Chaos: Making a new science*. New York: Penguin Books.
- Goldsmith, S., & Eggers, W. D. (2004). *Governing by network: The new shape of the public sector*. Washington, DC: The Brookings Institute.
- Goleman, D., Boyatzis, R., & McKee, A. (2002). *Primal leadership: Realizing the power of emotional intelligence*. Boston, MA: Harvard Business School Press.
- Gulick, L., & Urwick, L. (1937). *Papers on the science of administration*. New York: Institute of Public Administration.
- Gupta, D. K. (2001). *Analyzing public policy: Concepts, tools and techniques*. Washington, DC: CQ Press.
- Hanbury, G. L., Sapat, A., & Washington, C. W. (2004, September/October). Know yourself and take charge of your own destiny. The "fit model" of leadership. *Public Administration Review*, 64(5).
- Harmon, M. M., & Mayer, R. T. (1986). *Organization theory for public administration*. Burke, VA: Chatelaine Press.
- Harvey, T. R., Bearley, W. L., & Corkrum, S. M. (1997). *The practical decision maker: A handbook for decision making and problem solving in organizations*. Lanham, MD: The Scarecrow Press.
- Hawkins, H. (1992). *Banding together: The rise of National Associations in American Higher Education, 1887-1950*. Baltimore: The Johns Hopkins University Press.
- Hawkins, H. (1992). *Banding together: The rise of National Associations in American Higher Education, 1887-1950*. Baltimore: The Johns Hopkins University Press.
- Heaphy, A. (2006, December). Improving government performance and delivering public value to citizens. *PA Times*, 29(12), 1-27.

- Helco, H. (1978). Issue networks and the executive establishment. In Anthony King (Ed.), *The new American political system* (pp. 87-124). Washington, DC: American Enterprise Institute.
- Hirschman, A. O. (2002). *Shifting involvements: Private interest and public action* (20th Anniversary ed.) Princeton: Princeton University Press.
- Hoover, K., & Donovan, T. (2004). *The elements of social science thinking* (8th ed.). Australia: Thomson-Wadsworth.
- Jenkins-Smith, H. C. (1990). *Democratic politics and policy analysis*. Pacific Grove, CA: Brooks/Cole Publishing.
- Kamensky, J. M., & Burlin, T. J. (2004). Collaboration using networks and partnerships. In J. M. Kamensky & T. J. Burlin (Eds.), *Leveraging networks: A guide for public managers working across organizations* (pp. 61-102). Lanham, MD: Rowman & Littlefield Publishers.
- Keast, R., Mandell, M. P., Brown, K., & Woolcock, G. (2004, May-June). Network structures: Working differently and changing expectations. *Public Administration Review*, 64(3), 363-371.
- Kickert, W. J. M., Klijn, E.-H., & Koppenjan, J. F. (Eds.). (1997). *Managing complex networks: Strategies for the public sector*. London: Sage.
- Kiel, L. D. (2000). The sciences of complexity and public administration: Complexity as challenge and goal. In G. Morcol & L. Dennard (Eds.), *New sciences for public administration and policy: Connections and reflections* (pp. 63-80). Burke, VA: Chatelaine Press.
- Kim, S. (2002, March/April). Participative management and job satisfaction: Lessons for management leadership. *Public Administration Review*, 62(2).
- Kiser, A. G. (1998). *Masterful facilitation: Becoming a catalyst for meaningful change*. New York: American Management Association.
- Klijn, E.-H., & Koppenjan, J. F. M. (2000). Public management and policy networks: Foundations of a network approach to governance. *Public Management*, 2(2), 136-158.
- Kouzes, J. M., & Posner, B. Z. (2002). *The leadership challenge* (3rd ed.). San Francisco, CA: Jossey-Bass.
- Kruschke, E. R., & Jackson, B. M. *The public policy dictionary*. Santa Barbara, CA: ABC-CLIO.

- Kurzweil, R. (2001). *The law of accelerating returns. The worldwide web*. Retrieved May 25, 2007, from [http://en.wikipedia.org/wiki/Accelerating\\_change](http://en.wikipedia.org/wiki/Accelerating_change)
- Laird, P. W. (2006). *Pull: Networking and success since Benjamin Franklin*. Cambridge, MA: Harvard University Press.
- Lewis-Beck, M. S. (1980). *Applied regression: An introduction series: Quantitative applications in the social sciences*. Newbury Park, CA: Sage.
- Lindblom, C. E. (1959, Spring). The science of muddling through. *Public Administration Review*, 19, 79-88.
- Linden, R. M. (2002). *Working across boundaries: Making collaboration work in government and nonprofit organizations*. San Francisco, CA: Jossey-Bass.
- Lipnack, J., & Stamps, J. (1982). *Networking: The first report and directory*. Garden City, NY: Doubleday & Company.
- Lipnack, J., & Stamps, J. (1986). *The networking book: People connecting with people*. New York: Routledge & Kegan Paul.
- Lipsky, M., & Hawley, W. (Eds.). (1977). *Toward a theory of street-level bureaucracy*. Englewood Cliffs, NJ: Prentice-Hall.
- Lou, A. (2007, January 10). *San Gabriel Valley: The intellectual capital of California. SGV Economic Partnership*. Retrieved January 10, 2007, from <http://www.valleyconnect.com/sgvep.aspx>
- Mandell, M. P. (2001). *Getting results through collaboration: Network structures for public policy and management*. Westport, CT: Quorum Books.
- Mandell, M. P., & Keast, R. (2007). Evaluating network arrangements: Toward revised performance measures. *Public Performance and Management Review*, 30(4), 574-597.
- Marshall, G. S. (2004, May-June). In modernism's wake: Public administration and policy in the 21st century. *Public Administration Review*, 64(3), 378-382.
- McGregor, J. (2006a, February 27). The office chart that really counts: Mapping informal relationships at a company is revealing-and useful. *Business Week*, 48-49.
- McGregor, J. (2006b, April 24). The world's most innovative companies. *Business Week*, 63-74.
- Meek, J. (2003). Policy networks. *Encyclopedia of Public Administration and Public Policy*. DOI: 10.1081/E-EPAP 120010892.



- Meek, J., & De Ladurantey, J. (2006, March). *Complex systems, governance and policy administration consequences*. Prepared for Consideration for the Overman Section on Complexity Panel, Goktug Morcol Chair, at the American Society of Public Administrators Conference, Denver, CO.
- Meier, K. J., Brudney, J. L., & Bohte, J. (2006). *Applied statistics for public and nonprofit administration* (6th ed.). Australia: Thomson-Wadsworth.
- Merton, R. K. (1968). *Social theory and social structure* (rev. and enlarged ed.). New York: The Free Press.
- Milward, H. B., & Provan, K. G. (2004, September). *The public manager's guide to network management*. Prepared for delivery at the 2004 Annual Meeting of the American Political Science Association, Chicago, IL.
- Monge, P. R., & Contractor, N. S. (2003). *Theories of communication networks*. New York: Oxford University Press.
- Moore, M. H. (1995). *Creating public value: Strategic management in government*. Cambridge, MA: Harvard University Press.
- Morcol, G., & Dennard, L. F. (Eds.) (2000). *New sciences for public administration and policy: Connections and reflections*. Burke, VA. Chatelaine Press.
- Naisbitt, J. (1982). *Megatrends: Ten new directions transforming our lives*. New York: Warner Books.
- Nanus, B. (1992). *Visionary leadership*. San Francisco, CA: Jossey-Bass.
- Newell, W. H., & Meek, J. W. (2005). *Complex systems and the conjunctive state*. Proceedings of the 11th ANZSYS/Managing the Complex V Conference. Christchurch, New Zealand.
- O'Leary, R., Gerard, C., & Bingham Blomberg, L. (2006, December). Introduction to the symposium on collaborative public management. *Public Administration Review*, 66 (suppl.), 6-19.
- O'Looney, J. A. (2002). *Wiring governments: Challenges and possibilities for public managers*. Westport, CT: Quorum Books.
- O'Toole, L. J. (1997). Treating networks seriously: Practical and research-based agendas in public administration. *Public Administration Review*, 57(1), 45-52.
- O'Toole, L. J. Jr., & Meier, K. J. (2004, November-December). Desperately seeking Selznick: Cooptation and the dark side of public management in networks. *Public Administration Review*, 64(6), 681-693.

- Ospina, S. M., & Dodge, J. (2005, July-August). Narrative inquiry and the search for connectedness: Practitioners and academics developing public administration scholarship. *Public Administration Review*, 65(4), 329-337.
- Overman, E. (1996). *The new sciences of administration: Chaos and quantum theory*. *Public Administration Review*, 56(5), 487-491.
- Parr, J., & Walesh, K. (2004, Fall). Regional leadership institutes: Creating constituencies for regional collaboration. *The Public Manager*, 33(2), 31-33, 55.
- Peters, T. (1987). *Thriving on chaos: Handbook for a management revolution*. New York: Alfred A. Knopf.
- Peters, T. (1997). *The circle of innovation*. New York: Alfred A. Knopf.
- Provan, K. G., Veazie, M. A., Staten, L. K., & Teufel-Shone, N. (2005, September-October). The Use of Network Analysis to Strengthen Community Partnerships. *Public Administration Review*, 65(5), 603-613.
- Putnam, R. D. (2000). *Bowling alone: The collapse and revival of American community*. New York: Simon and Schuster.
- Rees, F. (1998). *The facilitator excellence handbook*. San Francisco: Jossey-Bass/Pfeiffer.
- Rethemeyer, R. K. (2005, January/February). Conceptualizing and measuring collaborative networks. *Public Administration Review*, 65(1), 117-121.
- Rice, M. F. (Ed.). (2005). *Diversity and public administration: Theory, issues, and perspectives*. Armonk, NY: M. E. Sharpe.
- Rittel, H. W. J., & Webber, M. (1973, June). Dilemmas in a general theory of planning. *Policy Sciences*, 4, 160.
- Robbins, J. (Ed.). (1999). *The pleasure of finding things out: The best short works of Richard P. Feynman*. New York: The Perseus Books Group.
- Robert, H. M. (1901). *Pocket manual of rules of order for deliberative assemblies*. Chicago: Scott, Foresman and Company.
- Sabatier, P. A. (Ed.). (1999). *Theories of the policy process: Theoretical lenses on public policy*. Boulder, CO: Westview Press.
- Schelling, T. C. (2006). *Micro motives and macro behavior*. New York: W. W. Norton & Company.

- Scott, J. (1991). *Social network analysis: A handbook*. Newbury Park, CA: Sage.
- Scriven, M. (1991). *Evaluation thesaurus* (4th ed.). Newbury Park, CA: Sage.
- Seeger, M. W. (2002, October). Chaos and crises: Propositions for a general theory of crisis communication. *Public Relations Review*, 28(4), 356.
- Senge, P. M. (1990). *The fifth discipline: The art & practice of the learning organization*. New York: Doubleday Currency.
- Shafritz, J. M., & Ott, J. S. (2001). *Classics of organization theory* (5th ed.). Australia: Wadsworth-Thomson Learning.
- Shafritz, J. M., Hyde, A. C., & Parkes, S. J. (2004). *Classics of public administration*, (5th ed.). Australia: Thomson-Wadsworth.
- Silverman, D. (1993). *Interpreting qualitative data: Methods for analysing talk, text and interaction*. London: Sage.
- Stillman, R. J. III. (2006a, September/October). Congratulations and commentary. *Public Administration Review*, 66(5), 661-662.
- Stillman, R. J. II. (2006b, December). *Public Administration Review: Special Issue on Collaborative Public Management*, 66(suppl.).
- Stone, D. (1997). *Policy paradox: The art of political decision making*. New York: W.W. Norton & Company.
- Strauss, A. (1998). *Basics of qualitative research: Techniques and procedures for developing grounded theory*. Thousand Oaks, CA: Sage.
- Sudman, S., Bradburn, N. M., & Wansink, B. (2004). *Asking questions: The definitive guide to questionnaire design—for market research, political polls, and social and health questionnaires* (rev. ed.). San Francisco: Jossey-Bass.
- Terry, L. D. (2003). *Leadership of public bureaucracies: The administrator as conservator*. Armonk, New York: M. E. Sharpe.
- True, J. L., Jones, B. D., & Baumgartner, F. R. (1999). Punctuated-equilibrium theory: Explaining stability and change in American policymaking. In Paul A. Sabatier (Ed.), *Theories of the policy process* (pp. 155-184). Boulder, CO: Westview Press.
- Truman, David B. (1954). *The government process*. New York: Knopf.

- Waldo, D. (1948). *The administrative state: A study of the political theory of American public administration*. New York: The Ronald Press Company.
- Waldrop, M. M. (1992). *Complexity: The emerging science at the edge of order and chaos*. New York: Simon & Schuster.
- Wasserman, S., & Faust, K. (1994). *Social network analysis: Methods and applications*. New York: Cambridge University Press.
- Weick, K. (1976). Educational organizations as loosely coupled systems. *Administrative Science Quarterly*, 21.
- Welch, J., with Suzy Welch. (2005). *Winning*. New York: Harper Business.
- Welch, S., & Comer, J. (2001). *Quantitative methods for public administration techniques and applications*. (3rd ed.). Fort Worth, TX: Harcourt College Publishers.
- Williams, G. P. (1997). *Chaos theory tamed*. Washington, DC: Joseph Henry Press.
- Yin, R. K. (2003). *Case study research design and methods* (3rd ed.). Thousand Oaks, CA: Sage.

## APPENDIXES

APPENDIX A  
PILOT SURVEY

## Peace Officers Association of Los Angeles County (POALAC)

### Network Questionnaire

Introduction: This interview is designed as part of on-going research at the University of La Verne examining how public networks and organizations collaborative involvement contribute to and enhance public value. The questions are designed to understand network participation as it relates to your involvement in the Peace Officers Association of Los Angeles County (POALAC) referred to as the Association. The questions are open-ended so that the respondent is free to answer in ways they feel are appropriate. The interview session is designed to take 20 to 25 minutes. You do not have to respond to any questions to the interview and you are free to stop the interview at any time. Do you mind if I record our interview so I may accurately capture your response? Can I quote you or do you wish to remain anonymous? Before we begin, do you have any questions?

### ***RESPONDENT BACKGROUND and MEMBERSHIP***

1. What is your organizational affiliation? What is your position in the organization? \_\_\_\_\_  
\_\_\_\_\_
2. How long have you been a member of the Board of Directors? \_\_\_\_\_
3. What was the original reason for joining POALAC? \_\_\_\_\_
4. Was approval needed in your organization to join? \_\_\_\_\_ Who approved your joining? \_\_\_\_\_  
What level in your organization is that person? \_\_\_\_\_  
\_\_\_\_\_

### ***POALAC INVOLVEMENT***

5. What percentage of your professional time is devoted to POALAC related duties? \_\_\_\_\_
6. Has your involvement with POALAC ever conflicted with your organization goals? \_\_\_\_\_  
How do you deal with that conflict? \_\_\_\_\_
7. What is the nature of your involvement in the Association? \_\_\_\_\_  
\_\_\_\_\_

8. Does your involvement with POALAC mesh with your organizational goals?

If so, how? \_\_\_\_\_

Does your involvement with POALAC enhance your organizational goals?

\_\_\_\_\_ If so, how? \_\_\_\_\_

9. To what degree has membership/involvement in POALAC increased or decreased your value to your organization and for you personally?

### ***POALAC FUNCTIONING***

10. Who on the Board are you in contact with the most?

11. From whom on the Board do you seek advice?

12. From whom have you communicated with from the Board in the past (two) weeks? \_\_\_\_\_

13. Who has the most influence on the Board? \_\_\_\_\_ Who are the (three) most important people in the network?

14. What is your influence on the Board of POALAC?

Do you feel your participation in POALAC makes a difference to the network? \_\_\_\_\_

Is there a leader in POALAC?

15. How critical is the Mission Statement and Values of POALAC to the organization?

16. Do you consider POALAC leadership a "shared leadership?"  
\_\_\_\_\_ If not, describe your views on its leadership.

17. How would you describe POALAC operations in regard to these functions:  
a. Adherence to Rules and Regulations/Bylaws

\_\_\_\_\_

b. Shared Values, Mission, Trust



c. Negotiations among Board members

d. Development of consensus

---



---

18. How would you describe decision-making in POALAC; (by)

a. Roberts Rules of Order \_\_\_\_\_

b. Consensus \_\_\_\_\_

c. Majority vote \_\_\_\_\_

d. Varies based upon the need/issue \_\_\_\_\_

e. Executive Board (top authority) \_\_\_\_\_

f. Other \_\_\_\_\_

19. How does POALAC manage conflicting views or positions?

---



---

#### ***POALAC NETWORK SKILLS***

20. Identify the administrative and personal skills you see as critical to the Association experience

\_\_\_\_\_

21. What skills have you learned as the result of your involvement with POALAC?

\_\_\_\_\_

22. What skills do you see as most beneficial to the continued effectiveness of the Associations?

\_\_\_\_\_

\_\_\_\_\_

#### ***POALAC ORGANIZATIONAL EFFECTIVENESS***

23. Overall, what are the positive contributions of POALAC?

\_\_\_\_\_

24. To what degree is POALAC contributing to the public value of law enforcement in Los Angeles County?

\_\_\_\_\_

\_\_\_\_\_

- 25. Are these benefits directly attributable to your involvement? \_\_\_\_\_  
\_\_\_\_\_

***POLICY CONSEQUENCES***

- 26. To what degree is POALAC influencing the policies of participating agencies other than yours?  
\_\_\_\_\_
- 27. Are we getting more consistent regional influence as the result of the Association? \_\_\_\_\_
- 28. To what degree are the projects, work products produced by POALAC having impact on LA County law enforcement?  
\_\_\_\_\_
- 29. Do POALAC decisions complicate or enhance current agency's operations or policy considerations? \_\_\_\_\_
- 30. Are the solutions reached by the Association more than could have been accomplished by one Agency? Explain: \_\_\_\_\_
- 31. Is there anything about the Association we have missed that you feel is important to this study?  
\_\_\_\_\_  
\_\_\_\_\_

APPENDIX B  
FINAL SURVEY INSTRUMENT

## COLLABORATIVE NETWORK QUESTIONNAIRE

**This interview questionnaire is a part of an on-going research project at the University of La Verne. It is intended to examine how public networks such as yours function in a collaborative environment and contribute to or enhance public value.**

**The questions are designed to understand network participation as it relates to your involvement in the network/association. They have been refined from a previous pilot study to solicit your views on the subject matter. Completion of the questionnaire should take 20 to 25 minutes. You do not have to respond to any of the questions and are free to skip any question or call the researcher for further clarification. Your cooperation and prompt response is greatly appreciated. All information is gathered to ensure the anonymity of the participants. Only the use of the network/association name will be used to identify the organizations that took part in the survey.**

### **Respondent Background and Membership Information**

Organization affiliation categorization:

1. Sector organization: Identify the area of specialization.

A. Public Safety Law Enforcement

- a. Municipal
- b. County
- c. State
- d. Federal
- e. Other \_\_\_\_\_

B. Non-Public Safety Government Official

- a. Municipal
- b. County
- c. State
- d. Federal
- e. Other \_\_\_\_\_

C. Private Sector

- a. Utilities
- b. Banking
- c. Private Security
- d. Consulting
- e. Education

- f. Government employee
- g. Business
- h. Other \_\_\_\_\_

D. Position/Level

- a. Line
- b. Supervisory
- c. Management
- d. Executive
- e. Other \_\_\_\_\_

E. Time as a member of the Association/Network?

- a. 0-3 years
- b. 4-7 years
- c. 8-10 years
- d. More than 10 years
- e. More than 20 years

F. Original reason for membership in the Association/Network?

- a. I was assigned
- b. I volunteered
- c. I was requested to serve
- d. Other \_\_\_\_\_

**Association/Network Involvement**

2. What percentage of work time is spent on association/network related duties?

- a. 0-5%
- b. 6-10%
- c. 11-15%
- d. 16-20%
- e. 21-25%
- f. More than 25%

3. Has your involvement with the association/network ever conflicted with your organization's goals?

- a. Yes \_\_\_\_\_ (if yes, proceed to question 4, if "No" proceed to Q 6)
- b. No \_\_\_\_\_

4. If your answer to the above question was "Yes", to what degree has it conflicted:

- a. Extremely high degree
- b. High degree
- c. Moderate degree
- d. Minimal degree

5. If your answer to Q 3 was "Yes" identify the area of conflict:

- a. Goals
- b. Political issues
- c. Legal issues
- d. Time/scheduling
- e. Other \_\_\_\_\_

**In the next series of questions, you are presented with a statement. You are being asked to indicate your level of agreement or disagreement with each statement by indicating whether you "Strongly Agree" to "Strongly Disagree". Rank all statements in this survey on a 5 point scale indicating your level of agreement by circling the appropriate number:**

6. My involvement in the association/network compliments and/or enhances my organization's goals.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

7. My involvement with the association/network has increased my value to my organization.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

8. My involvement with the association/network has enhanced my personal growth.

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

**Association/Network Functioning**

9. Identify the members you are in contact with the most (use additional space if needed):

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

10. Identify the members of the association/network you seek advice from (use additional space if needed):

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

11. During the last month, what members of the association/network have you communicated with: (use additional space if needed):

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

**Please answer the following two questions on a scale of 1 to 5 (with 5 being the highest level):**

14. My influence in the association/network is:

1.    2.    3.    4.    5.

15. My participation in the association/network makes a difference:

1.    2.    3.    4.    5.

**Decision Making**

16. The Mission and Values of the association/network are critical to the organization:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

17. The leadership of the association/network is a “shared leadership” by all participants:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

18. There is an adherence to the rules/regulations/bylaws of the association/network:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

19. The decision making process of the association/network is generally one of consensus:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

20. The decision making process of the association/network varies based upon the need/issue:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

21. The association/network handles conflicting views and positions by:

- a. Majority vote
- b. Consensus
- c. Executive Board decision
- d. Not dealing with them directly
- e. Other \_\_\_\_\_



### Public Value Issues

22. The mission, accomplishments and goals of the association/network is substantially valuable to the community you serve:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

23. The mission, accomplishments and goals of the association/network are legitimate and politically sustainable:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

24. The mission, accomplishments and goals of the association/network are administratively feasible:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

25. My involvement and participation in the association/network directly impacts the public value of the association:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

### Skill Sets

**For the next four questions circle as many that apply:**

26. Prior to becoming involved in the Association/network my preparation included:

- Studying the bylaws
- Researching networks in general
- Examining the goals of the organization to ensure consistency with my values
- Discussing my involvement with current members
- Discussing my involvement with former members
- Discussing my involvement with my superior/approving authority
- None of the above

27. Identify the skill sets you see as critical to your involvement in the association/network:

- a. Assertive decision making
- b. Consensus building
- c. Peer acceptance
- d. Adherence and knowledge of the rules/regulations and bylaws
- e. An understanding of group dynamics and facilitation
- f. Other \_\_\_\_\_

28. Since your involvement and participation in the association/network what skill sets have you learned or enhanced that you deem valuable to you and your organization?:

- a. Assertive decision making
- b. Consensus building
- c. Peer acceptance
- d. Adherence and knowledge of the rules/regulations and bylaws
- e. An understanding of group dynamics and facilitation
- f. Other: \_\_\_\_\_

29. What skill sets do you see that are needed to continue other participants' effectiveness in the association/network?:

- a. Assertive decision making
- b. Consensus building
- c. Peer acceptance
- d. Adherence and knowledge of the rules/regulations and bylaws
- e. An understanding of group dynamics and facilitation
- f. Other: \_\_\_\_\_

### Policy Considerations

30. The influence of the association/network on policies of the participating organizations is highly significant:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

31. The association/network decisions/projects enhance my agency's current operations and policy considerations:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

32. The association/network decisions/projects unnecessarily complicate my agency's current operations and policy considerations:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

33. The association/network has consistent regional influence/impact in the matters it chooses to involve itself:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

34. The solutions reached and the contributions made by the association/network produce more public value than what could have been accomplished by any one single participating agency:

Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
5	4	3	2	1

Additional  
Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Please return the completed questionnaire in the envelope provided. Thank You!

Joe De Ladurantey  
31103 Rancho Viejo Rd Suite 2308  
San Juan Capistrano, Ca. 92675  
Ph. 949-300-9104

APPENDIX C

SAMPLE LETTER TO NETWORK MEMBERS

## **SAMPLE LETTER TO NETWORK MEMBERS**

Members of the Board of Directors  
Peace Officers Association of Los Angeles County

I would like to take this opportunity to thank you in advance for taking part in this important study of the public value of the Peace Officers Association of Los Angeles County. Your involvement in this effort will assist in contributing to the literature what has been occurring in the public sector to collaborate and network in our efforts to solve issues that transcend the boundaries of any one organization.

Collaborative networks such as POALAC serve multiple purposes that can only be identified by those who participate in them and those who take time to examine their overall value and contribution to the public sector. Little effort has been made to develop the underlying theories that support these networks of practice. Your involvement in this study will contribute to the limited body of knowledge that is available today and advance the science of public administration in the process. For those who participated in my pilot study, you will recognize many of the questions, however the majority of information has been reformatted for ease of completion.

By taking the time to complete this questionnaire and returning it in the enclosed, self addressed stamped envelope you will provide valuable input that can be shared with others interested in this important subject matter.

You can be assured that I will make the results of the study available to you and your organization upon completion of the analysis. Again, I thank you in advance for your participation. Should you have any questions regarding the survey feel free to contact me at 949-300-9104.

Sincerely,

Joe De Ladurantey  
University of La Verne  
Doctoral Candidate  
School of Public Administration  
E Mail: [jc.del@cox.net](mailto:jc.del@cox.net)  
Fax to: 949-481-3511 or mail to:  
31103 Rancho Viejo Rd #2308  
San Juan Capistrano, Ca. 92675

APPENDIX D

DATA ANALYSIS OF  
THE SAN GABRIEL VALLEY  
ECONOMIC PARTNERSHIP

### The San Gabriel Valley Economic Partnership

These data are presented to reflect the data analysis of the San Gabriel Valley Economic Partnership as they relates to the seven major components of this study.

#### *Network Sustainability*

The sustainability of the San Gabriel Valley Economic Partnership is aligned with the Strategic Triangle of being substantially valuable, legitimate/sustainable, and administratively feasible. Tables D1 through D10 reflect the results of the analysis of the San Gabriel Valley Economic Partnership.

Table D1

#### *The San Gabriel Valley Economic Partnership: Network Sustainability*

	Mean <sup>a</sup> (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Mission/accomplishments of Partnership are substantially valuable to the community	4.3 (0.5)	30.8 (4)	69.2 (9)	--	--	--
Mission/accomplishments of Partnership are legitimate/sustainable	4.5 (0.5)	46.2 (6)	53.8 (7)	--	--	--
Mission/accomplishments of Partnership are feasible	4.0 (0.8)	23.1 (3)	61.5 (8)	7.7 (1)	7.7 (1)	--
My involvement in the Partnership impacts assn's public value	4.2 (0.7)	30.8 (4)	53.8 (7)	15.4 (2)	--	--

*Note.* <sup>a</sup>5 is highest possible, 1 is lowest possible.

Clearly, if an organization is to survive, it must view itself as substantially valuable and sustainable to the community. The Partnership response is in total agreement with the premise and reflects a high commitment to its sustainability and overall value. The ability to accomplish the Mission as being feasible may be reflective of a transition in leadership as reflected in the descriptive assessment of the organization.

### *Network Commitment*

The level of network commitment is related to the time commitment, potential for organizational conflict, the nature of the involvement, and overall value to the organization (see Tables D2 and D3).

Table D2

#### *The San Gabriel Valley Economic Partnership: Network Commitment, Part I*

	Response	% (n)
Original reason for membership in the Partnership	Assigned	15.4 (2)
	Volunteered	15.4 (2)
	Requested to serve	53.8 (7)
	Other	15.4 (2)
Percentage of time spent on Partnership duties <sup>a</sup>	0-5%	69.2 (9)
	6-10%	15.4 (2)
	11-15%	--
	16-20%	7.7 (1)
	21-25%	--
	> 25%	7.7 (1)
Original reason for membership in the Partnership	Assigned	15.4 (2)
	Volunteered	15.4 (2)
	Requested to serve	53.8 (7)
	Other	15.4 (2)



Table D3

*The San Gabriel Valley Economic Partnership: Network Commitment, Part II*

Has your involvement with the network ever conflicted with your organization's goals?	Yes	23.1 (3)				
	No	76.9 (10)				
If yes, how much conflict?	Extremely	7.7 (1)				
	High	--				
	Moderate	7.7 (1)				
	Minimal	7.7 (1)				
My involvement in the partnership. . .	Mean <sup>a</sup> (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Compliments/enhances my organization's goals	4.4 (0.5)	38.5 (5)	61.5 (8)	--	--	--
Has increased my value to my organization	4.0 (0.9)	30.8 (4)	46.4 (6)	15.4 (2)	7.7 (1)	--
Has enhanced my personal growth	4.2 (0.9)	46.2 (6)	23.1 (3)	30.8 (4)	--	--

Note. <sup>a</sup> 5 is highest possible, 1 is lowest possible.

Overall, the Partnership has a high level of volunteerism reflected in its membership with over 85% requested to serve or volunteering. The time spent is not inordinate, albeit for two members. There appears to be a mutually beneficial relationship that is present as the involvement in the Partnership enhances the member organization's goals overwhelmingly. The Partnership respondents who cited a conflict with organizational goals all claimed their conflict to be relating to political issues and their positions in their hierarchical organization. The three respondents each selected their degree of conflict as "minimal," "moderate," and "extremely high." As an interesting point of fact, the respondent who cited an extremely high degree of conflict resigned

from his hierarchical organization position during administration of this survey to accept a full-time position as executive director/chairperson of the network. The sustainability of a network is reliant upon the ability of its members to resolve conflicts in favor of the network in some manner.

### *Network Solutions*

The production of public value, influence, and determination of accomplishments by any one agency impacts the overall value of solutions or end result of the outcomes of the network (see Table D4).

Table D4

#### *The San Gabriel Valley Economic Partnership Network Solutions*

	Mean (SD)	5 % (n)	4 % (n)	3 % (n)	2 % (n)	1 % (n)
My influence in the Partnership is	3.5 (1.0)	15.4 (2)	30.8 (4)	38.5 (5)	15.4 (2)	--
My participation in the Partnership makes a difference	3.8 (0.9)	23.1 (3)	38.5 (5)	30.8 (4)	7.7 (1)	--
Partnership solutions and contributions more valuable than what one agency could do (5=strongly agree; 1=strongly disagree)	4.5 (0.5)	53.8 (7)	46.2 (6)	--	--	--

*Note.* <sup>a</sup> 5 is highest possible, 1 is lowest possible.

The Partnership weighed in at almost 62% participation with a 3.8 mean, but interestingly 38% were less confident they made a difference. A similar reflection on influence on an individual basis reflects on the power of group dynamics as the respondents also viewed that their solutions and contributions as a Partnership were valuable (4.5 mean).

#### *Network Skill Transference*

The level of preparation, identification of critical skills, skills learned and required for continued effectiveness, and the degree to which those skills are transferable will vary by network (see Tables D5 and D6).

The hierarchical organization of the respondent clearly benefits from involvement in the Partnership; however, there appears to be a question as to the personal growth of the participant for some. The majority of respondents conducted some level of preparation prior to their involvement, focusing on the goals of the Partnership, and meeting with current members. The skills that were most valuable to the respondents related to understanding of group dynamics and consensus building.

Table D5

*The San Gabriel Valley Economic Partnership: Network Skill Transference—Part I*

	% (n)
<b>My involvement in the Partnership compliments my organization's goals</b>	
Strongly agree	38.5 (5)
Agree	61.5 (8)
Undecided	--
Disagree	--
Strongly disagree	--
Mean (SD)	4.4 (0.5)
<b>My involvement in the Partnership has increased my value to my organization</b>	
Strongly agree	30.8 (4)
Agree	46.4 (6)
Undecided	15.4 (2)
Disagree	7.7 (1)
Strongly disagree	--
Mean (SD)	4.0 (0.9)
<b>My involvement in the Partnership has enhanced my personal growth.</b>	
Strongly agree	46.2 (6)
Agree	23.1 (3)
Undecided	30.8 (4)
Disagree	--
Strongly disagree	--
Mean (SD)	4.2 (0.9)

Table D6

*The San Gabriel Valley Economic Partnership: Network Skill Transference—Part II*

	% (n)
<b>Prior to joining the Partnership, my preparation included<sup>a</sup></b>	
Discussed with current members	69.2 (9)
Examined organization's goals	76.9 (10)
Discussed with my supervisor	53.8 (7)
Discussed with former members	15.4 (2)
Studied bylaws	30.8 (4)
Researched networks	15.4 (2)
None of the above	7.7 (1)
<b>Skill sets critical to involvement in the Partnership</b>	
Consensus building	69.2 (9)
Understand group dynamics	61.5 (8)
Peer acceptance	23.1 (3)
Assertive decision making	46.2 (6)
Adherence to rules/bylaws	15.4 (2)
Other	15.4 (2)
<b>What learned via Partnership valuable to you and your organization</b>	
Consensus building	69.2 (9)
Understand group dynamics	76.9 (10)
Peer acceptance	38.5 (5)
Adherence to rules/bylaws	38.5 (5)
Assertive decision making	7.7 (1)
Other	--
<b>Skills needed for others to be effective in the Partnership</b>	
Consensus building	84.6 (11)
Understand group dynamics	61.5 (8)
Adherence to rules/bylaws	53.8 (7)
Peer acceptance	38.5 (5)
Assertive decision making	30.8 (4)
Other	7.7 (1)

*Note.* <sup>a</sup>For these four questions, respondents were allowed to select as many responses as they wished.

*Network Decision Making*

Decision making is reflected in a determination of the value and criticality of the Mission/Values, level of shared leadership, adherence to rules and regulations, the decision making process and the handling of conflicts (see Table D7).

Table D7

*The San Gabriel Valley Economic Partnership: Network Decision Making—Part I*

Statement/response	% (n)
Mission/values of Partnership are critical to the organization	
Strongly agree	76.9 (10)
Agree	23.1 (3)
Undecided	--
Disagree	--
Strongly disagree	--
Mean <sup>a</sup> (SD)	4.8 (0.4)
Partnership has a "shared leadership" by all participants	
Strongly agree	15.4 (2)
Agree	46.2 (6)
Undecided	23.1 (3)
Disagree	15.4 (2)
Strongly disagree	--
Mean (SD)	3.6 (1.0)
Partnership's rules are adhered to	
Strongly agree	23.1 (3)
Agree	76.9 (10)
Undecided	--
Disagree	--
Strongly disagree	--
Mean (SD)	4.2 (0.4)

Table D8

*San Gabriel Valley Economic Partnership: Network Decision Making—Part II*

Statement/response	% (n)
Partnership's decision making is generally by consensus	
Strongly agree	15.4 (2)
Agree	46.2 (6)
Undecided	38.5 (5)
Disagree	--
Strongly disagree	--
Mean (SD)	3.8 (0.7)
Partnership's decision making varies according to need/issue	
Strongly agree	15.4 (2)
Agree	84.6 (11)
Undecided	--
Disagree	--
Strongly disagree	--
Mean (SD)	4.3 (0.4)
How the Partnership handles conflicts	
Majority vote	15.4 (2)
Consensus	15.4 (2)
Exec. Board decision	53.8 (7)
Not dealing with directly	15.4 (2)
Other	--

Note. <sup>a</sup> 5 is highest possible, 1 is lowest possible.

The decision-making process of the Partnership is reflective of an organization in transition. While many agree that consensus is the best avenue for decisions, when conflict arises it must fall back on the executive board. Strength of administrative leadership is critical for such organizations with the enforcement of the rules/regulations and bylaws.

### *Network Policy Influence*

The level and degree of policy influence on participating agencies, their influence on regional issues and policies as well as the impact on agency operations is evaluated (see Table D9).

Table D9

#### *The San Gabriel Valley Economic Partnership: Network Policy Influence*

	Mean (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Partnership has significant influence on organizations' policies	3.8 (0.4)	--	76.9 (10)	23.1 (3)	--	--
Partnership decisions/projects enhance my org's operations and policy considerations	3.5 (0.9)	7.7 (1)	53.8 (7)	23.1 (3)	15.4 (2)	--
Partnership decisions/projects complicate my org's operations and policy	2.2 (0.9)	--	15.4 (2)	--	69.2 (9)	15.4 (2)
Partnership has regional influence/impact	3.8 (0.4)	--	84.6 (11)	15.4 (2)	--	--

*Note.* <sup>a</sup> 5 is highest possible, 1 is lowest possible.

The response to this set of questions as it relates to policy considerations may be deemed as predictable. Reflecting on a previous question relative to whether network involvement ever conflicted with the organization's goals, the response reflects that there are times when network decisions/projects unnecessarily complicate the participant's



1 organization's operations and policy considerations. Clearly, for a network such as the SGVEP it is necessary for the Partnership to have regional influence and impact.

### *Network Management Practices*

The types and styles of management practices that will compliment the POSDCORB skills are critical to the overall success of the network (see Table D10).

Table D10

#### *The San Gabriel Valley Economic Partnership: Network Management Practices*

Statement/response	% (n)
Skill sets critical to involvement in the Partnership <sup>a</sup>	
Consensus building	69.2 (9)
Understand group dynamics	61.5 (8)
Peer acceptance	23.1 (3)
Assertive decision making	46.2 (6)
Adherence to rules/bylaws	15.4 (2)
Other	15.4 (2)
What learned via Partnership valuable to you and your organization	
Consensus building	69.2 (9)
Understand group dynamics	76.9 (10)
Peer acceptance	38.5 (5)
Adherence to rules/bylaws	38.5 (5)
Assertive decision making	7.7 (1)
Other	--
Skills needed for others to be effective in the Partnership	
Consensus building	84.6 (11)
Understand group dynamics	61.5 (8)
Adherence to rules/bylaws	53.8 (7)
Peer acceptance	38.5 (5)
Assertive decision making	30.8 (4)
Other	7.7 (1)

*Note.* <sup>a</sup>For these questions, respondents were allowed to select as many responses as they wished.

Evaluating skill sets as they relate to management practices reflected that assertive decision making was critical for the Partnership, particularly with a transition in leadership. To enhance the future effectiveness of the Partnership, the more contemporary consensus building, understanding of group dynamics as well as an adherence to rules and regulations and peer acceptance appear to be paramount.

APPENDIX E

DATA ANALYSIS FOR THE ORANGE COUNTY  
DOMESTIC VIOLENCE  
DEATH REVIEW TEAM

\_Orange County Domestic Violence Death Review Team

This data are presented to reflect the data analysis of the Orange County Domestic Violence Death Review Team as it relates to the seven major components of this study.

*Network Sustainability*

An analysis of the OC Team is depicted in Tables E1 through E10 in the following presentation.

Table E1

*Orange County Domestic Violence Death Review Team: Network Sustainability*

	Mean <sup>a</sup> (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Mission/accomplishments of Team are substantially valuable to the community	4.3 (1.0)	50.0 (6)	33.3 (4)	8.3 (1)	8.3 (1)	--
Mission/accomplishments of Team are legitimate/sustainable	4.2 (0.8)	41.7 (5)	33.3 (4)	25.0 (3)	--	--
Mission/accomplishments of Team are feasible	3.8 (0.8)	16.7 (2)	41.7 (5)	41.7 (5)	--	--
My involvement in the Team impacts public value	3.5 (1.0)	16.7 (2)	33.3 (4)	33.3 (4)	16.7 (2)	--

*Note.* <sup>a</sup> 5 is highest possible, 1 is lowest possible.

The OC Team appears to reflect some lack of unanimity as it relates to an assessment of the Mission and accomplishments or, at best, a lack of understanding of the need for sustainability or whether in fact the Team can achieve the goals of the network.

The weakest assessment relates to their determination as to whether their own involvement in the OC Team impacts public value.

### *Network Commitment*

Interestingly, 33% of the OC Team members were assigned to participate in the network and 50% were requested to serve. Minimal time commitment is required for the

Table E2

### *Orange County Domestic Violence Death Review Team: Network Commitment—Part I*

Statement/response	% (n)
Original reason for membership in the Team	33.3 (4)
Assigned	8.3 (1)
Volunteered	50.0 (6)
Requested to serve	8.3 (1)
Other	
Percentage of time spent on Team duties <sup>a</sup>	
0-5%	81.8 (9)
6-10%	--
11-15%	--
16-20%	--
21-25%	--
> 25%	18.2 (2)
Has your involvement with the network ever conflicted with your organization's goals?	
Yes	--
No	100 (12)
If yes, how much conflict?	
Extremely	--
High	--
Moderate	--
Minimal	--

majority of the OC Team members with no conflict with the organization's goals viewed by any member. Both the personal growth of the participant was enhanced and the organization received value to some degree as the result of participation.

Table E3

*Orange County Domestic Violence Death Review Team: Network Commitment—Part II*

My involvement in the Team . . .	Mean <sup>a</sup> (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Compliments/enhances my organization's goals	4.3 (0.9)	41.7 (5)	50.0 (6)	--	8.3 (1)	--
Has increased my value to my organization	3.8 (1.3)	33.3 (4)	41.7 (5)	8.3 (1)	8.3 (1)	8.3 (1)
Has enhanced my personal growth	4.2 (0.7)	33.3 (4)	50.0 (6)	16.7 (2)	--	--

<sup>a</sup>One respondent did not answer this question; <sup>a</sup> 5 is highest possible, 1 is lowest possible.

*Network Solutions*

The ability to assess influence within the Team appears to present some difficulty. There appears to be a lack of confidence in individual members of the Team as only 17% believed they had influence in the network to any significant degree. This is also reflected in the mean of only 2.4. There is the recognition that the solutions and contributions made by the Team are more valuable than any one single agency, therefore a reflection on the lack of leadership may be at issue (see Table E4).

Table E4

*Orange County Domestic Violence Death Review Team: Network Solutions*

	Mean (SD)	5 % (n)	4 % (n)	3 % (n)	2 % (n)	1 % (n)
My influence in the Team is	2.4 (1.1)	--	16.7 (2)	33.3 (4)	25.0 (3)	25.0 (3)
My participation in the Team makes a difference	3.4 (1.2)	16.7 (2)	41.7 (5)	16.7 (2)	16.7 (2)	8.3 (1)
Team's solutions and contributions more valuable than what one agency could do (5=strongly agree; 1=strongly disagree)	4.4 (0.8)	58.3 (7)	25.0 (3)	16.7 (2)	--	--

*Network Skill Transference*

There is general agreement that the Team compliments the respondent's organization and that it has increased their value as an employee. There is also indication that it has enhanced the participant's personal growth. The majority of preparation, however appeared to be with the OC Team members' supervisor as well as other current and former members. What they have learned as a member of the Team is that peer acceptance is valuable and critical for others to be successful. It would appear that some exposure to group dynamics and consensus building would prove valuable to the continued effectiveness of the OC Team as it relates to skill transference (see Tables E5 and E6).

Table E5

*Orange County Domestic Violence Death Review Team: Network Skill Transference—Part I*

Statement/response	% (n)
<b>My involvement in the Team compliments my organization's goals</b>	
Strongly agree	41.7 (5)
Agree	50.0 (6)
Undecided	--
Disagree	8.3 (1)
Strongly disagree	--
Mean (SD)	4.3 (0.9)
<b>My involvement in the Team has increased my value to my organization</b>	
Strongly agree	33.3 (4)
Agree	41.7 (5)
Undecided	8.3 (1)
Disagree	8.3 (1)
Strongly disagree	8.3 (1)
Mean (SD)	3.8 (1.3)
<b>My involvement in the Team has enhanced my personal growth</b>	
Strongly agree	33.3 (4)
Agree	50.0 (6)
Undecided	16.7 (2)
Disagree	--
Strongly disagree	--
Mean (SD)	4.2 (0.7)



Table E6

*Orange County Domestic Violence Death Review Team Network Skill Transference—Part II*

Statement/response	% (n)
Prior to joining the Team, my preparation included <sup>a</sup>	
Discussed with current members	50.0 (6)
Examined organization's goals	58.3 (7)
Discussed with my supervisor	66.7 (8)
Discussed with former members	33.3 (4)
Studied bylaws	8.3 (1)
Researched networks	8.3 (1)
None of the above	--
Skill sets critical to involvement in the Team	
Consensus building	58.3 (7)
Understand group dynamics	83.3 (10)
Peer acceptance	50.0 (6)
Assertive decision making	25.0 (3)
Adherence to rules/bylaws	25.0 (3)
Other	16.7 (2)
What learned via Team valuable to you and your organization <sup>b</sup>	
Consensus building	70.0 (7)
Understand group dynamics	80.0 (8)
Peer acceptance	40.0 (4)
Adherence to rules/bylaws	20.0 (2)
Assertive decision making	20.0 (2)
Other	--
Skills needed for others to be effective in the Team <sup>c</sup>	
Consensus building	63.6 (7)
Understand group dynamics	63.6 (7)
Adherence to rules/bylaws	45.5 (5)
Peer acceptance	54.5 (6)
Assertive decision making	18.2 (2)
Other	--

<sup>a</sup>For these four questions, respondents were allowed to select as many responses as they wished.

<sup>b</sup>Two did not answer this question. <sup>c</sup>One respondent did not answer this question.

*Network Decision Making*

While over 80% agree that the Mission and Values are critical, there appears to be doubt raised as to the strength of need in the OC Team. This is also reflected in many areas that are viewed as undecided as it relates to shared leadership and whether rules and regulations are followed. Consensus appears to be the resolution to handle conflict; however, the lack of a viable facilitator can be reflected in the variance in responses regarding the decision-making process (see Tables E7 and E8).

Table E7

*Orange County Domestic Violence Death Review Team Network Decision Making—Part I*

Statement/response	% (n)
Mission/values of Team are critical to the organization	
Strongly agree	25.0 (3)
Agree	58.3 (7)
Undecided	16.7 (2)
Disagree	--
Strongly disagree	--
Mean <sup>a</sup> (SD)	4.1 (0.7)
Team has a “shared leadership” by all participants	--
Strongly agree	16.7 (2)
Agree	33.3 (4)
Undecided	41.7 (5)
Disagree	8.3 (1)
Strongly disagree	2.6 (0.9)
Mean (SD)	
Team rules are adhered to	25.0 (3)
Strongly agree	58.3 (7)
Agree	16.7 (2)
Undecided	--
Disagree	--
Strongly disagree	4.1 (0.7)
Mean (SD)	

Table E8

*Orange County Domestic Violence Death Review Team Network Decision Making—Part II*

Statement/response	% (n)
Team decision making is generally by consensus	
Strongly agree	16.7 (2)
Agree	58.3 (7)
Undecided	25.0 (3)
Disagree	--
Strongly disagree	--
Mean (SD)	3.9 (0.7)
Team decision making varies according to need/issue	
Strongly agree	8.3 (1)
Agree	83.3 (10)
Undecided	8.3 (1)
Disagree	--
Strongly disagree	--
Mean (SD)	4.0 (0.4)
How the Team handles conflicts	8.3 (1)
Majority vote	66.7 (8)
Consensus	8.3 (1)
Exec. board decision	--
Not dealing with directly	
Other	16.7 (2)

<sup>a</sup> 5 is highest possible, 1 is lowest possible.

*Network Policy Influence*

The absence of meaningful influence on the policies of the participating organizations is evident. There clearly appeared to be a lack of congruity with the home organization of Team participants of the OC Team regarding policy considerations, with 50% of the respondents unable to decide if the policy influence was significant and 25% disagreeing that it had any significance. Due to the makeup of the OC Team, there

appears to be recognition that there is some regional influence/impact with almost 42% recognizing this effort (see Table E9).

Table E9

*Orange County Domestic Violence Death Review Team Network Policy Influence*

	Mean (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Team has significant influence on organizations' policies	3.0 (0.7)	--	25.0 (3)	50.0 (6)	25.0 (3)	--
Team decisions/ projects enhance my org's operations and policy considerations	3.0 (1.2)	8.3 (1)	33.3 (4)	16.7 (2)	33.3 (4)	8.3 (1)
Team decisions/projects complicate my org's operations and policy	1.5 (0.5)	--	--	--	50.0 (6)	50.0 (6)
Team has regional influence/impact	3.1 (0.9)	--	41.7 (5)	25.0 (3)	33.3 (4)	--

<sup>a</sup> 5 is highest possible, 1 is lowest possible.

*Network Management Practices*

Assessing the skill sets in regard to management practices reveals that, while assertive decision making is still critical to involvement on the Team, consensus building at 70% and understanding group dynamics and facilitation at 80% for the OC Team indicates a need to benefit from these new skills as they become more of a significant factor in the success of network involvement. In response to documenting open-ended responses, one respondent indicated that "copping with diverse leadership due to

changing chairpersons” appeared to be a skill required. Peer acceptance as a management practice continued to be reflected in those skills that others need in order for the Team to be effective (see Table E10).

Table E10

*Orange County Domestic Violence Death Review Team Network Management Practices*

Statement/response	% (n)
<b>Skill sets critical to involvement in the Team<sup>a</sup></b>	
Consensus building	58.3 (7)
Understand group dynamics	83.3 (10)
Peer acceptance	50.0 (6)
Assertive decision making	25.0 (3)
Adherence to rules/bylaws	25.0 (3)
Other	16.7 (2)
<b>What learned via Team valuable to you and your organization<sup>b</sup></b>	
Consensus building	70.0 (7)
Understand group dynamics	80.0 (8)
Peer acceptance	40.0 (4)
Adherence to rules/bylaws	20.0 (2)
Assertive decision making	20.0 (2)
Other	--
<b>Skills needed for others to be effective in the Team<sup>c</sup></b>	
Consensus building	63.6 (7)
Understand group dynamics	63.6 (7)
Adherence to rules/bylaws	45.5 (5)
Peer acceptance	54.5 (6)
Assertive decision making	18.2 (2)
Other	--

<sup>a</sup> For these questions, respondents were allowed to select as many responses as they wished.

<sup>b</sup> Two respondents did not answer this question. <sup>c</sup> One respondent did not answer this question.

APPENDIX F

DATA ANALYSIS OF THE PEACE OFFICERS  
ASSOCIATION OF LOS ANGELES COUNTY

## Peace Officers Association of Los Angeles County

These data are presented to reflect the data analysis of the Peace Officers Association of Los Angeles County as they relate to the seven major components of this study. The analysis of the Association is presented in Tables F1 through F10 with various major components delineated in two parts.

### *Network Sustainability*

The overall level of sustainability appears to be supported by the members of the Association as it relates to being legitimate and politically sustainable, substantially valuable, and administratively feasible. The significant issue relates to the more personal contribution that each person perceives as it relates to their individual impact on the public value of the Association. The strength of the public value appears to lie with the collective membership and not with the individual contributions made (see Table F1).

### *Network Commitment*

The need for continuity and a commitment to being a part of a collaborative network is reflected in a number of ways. Why someone is involved with an Association, how much of a time commitment there is and the level of conflict that may arise all give a perspective on what it takes to devote time, effort and energy to such an endeavor. Tables F2 and F3 reflect that perspective on commitment.

Table F1

*Peace Officers Association of Los Angeles County: Network Sustainability*

	Mean <sup>a</sup> (SD)	Str Agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str Dis % (n)
Mission/accomplishments of the Association are substantially valuable to the community	4.4 (0.5)	41.7 (10)	58.3 (14)	--	--	--
Mission/accomplishments of the Association are legitimate/sustainable	4.6 (0.5)	58.3 (14)	41.7 (10)	--	--	--
Mission/accomplishments of the Association are feasible	4.3 (0.6)	37.5 (9)	58.3 (14)	4.2 (1)	--	--
My involvement in the Association impacts assn's public value	4.1 (0.7)	25.0 (6)	58.3 (14)	16.7 (4)	--	--

<sup>a</sup> 5 is highest possible, 1 is lowest possible.

The rationale for joining the Association is evenly divided among those who volunteer and those who are requested to serve. The amount of time devoted to Association duties is minimal; however, one third of the members provide 6 to 10% of their time and few members appear to have conflict with their organization's goals. Of the members who expressed the potential for conflict, two indicated that the degree of conflict was "minimal" and due either to time/scheduling commitments or political issues. Interestingly, the respondent who cited a political conflict has been a member for over 10 years. The third respondent reflected a moderate degree of conflict relating to time/scheduling issues. This respondent has been a member of the Association for over 20 years. Apparently, conflicts



aside, the purpose and mission of the organization overrides a conflict with the home organization goals or are, at best, manageable even when conflicted to a moderate degree.

Table F2

*Peace Officers Association of Los Angeles County: Network Commitment—Part I*

Statement/response	% (n)
Original reason for membership in the Association	
Assigned	4.2 (1)
Volunteered	45.8 (11)
Requested to serve	41.7 (10)
Other	8.3 (2)
Percentage of work time spent on Association duties <sup>a</sup>	
0-5%	50.0 (12)
6-10%	33.3 (8)
11-15%	12.5 (3)
16-20%	--
21-25%	--
> 25%	4.2 (1)
Has your involvement with the network ever conflicted with your organization's goals?	
Yes	12.5 (3)
No	87.5 (21)
If yes, how much conflict?	
Extremely	--
High	--
Moderate	4.2 (1)
Minimal	8.3 (2)

Table F3

*Peace Officers Association of Los Angeles County: Network Commitment—Part II*

My involvement in the association. . .	Mean <sup>a</sup> (SD)	Str Agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str Dis % (n)
Compliments/enhances my organization's goals	4.5 (0.5)	54.2 (13)	45.8 (11)	--	--	--
Has increased my value to my organization	4.5 (0.7)	58.3 (14)	33.3 (8)	8.3 (2)	--	--
Has enhanced my personal growth	4.3 (0.7)	41.7 (10)	45.8 (11)	12.5 (3)	--	--

<sup>a</sup> 5 is highest possible, 1 is lowest possible.

The Association reflects an overall agreement of 92% regarding their value to their organization increasing and a unanimous agreement that it enhances their home organization goals as well. There is also a strong enhancement of personal growth but not as significant as the enhancements to the organization.

*Network Solutions*

As with the previous networks studied, the ability to assess influence within a collaborative network appears to present some difficulty for its members. While humility may be a factor that overrides a respondent's perception of his/her individual contribution to the outputs associated with the Association, a direct understanding of his/her individual influence provides an interesting study and perspective on group dynamics. Clearly, the Association is viewed as arriving at solutions that one individual agency representative can provide as viewed in the Table F4.

Table F4

*Peace Officers Association of Los Angeles County: Network Solutions*

	Mean (SD)	5 % (n)	4 % (n)	3 % (n)	2 % (n)	1 % (n)
My influence in the Association is	3.7 (0.9)	8.3 (2)	62.5 (15)	20.8 (5)	4.2 (1)	4.2 (1)
My participation in the Association makes a difference	3.9 (0.9)	29.2 (7)	41.7 (10)	20.8 (5)	8.3 (2)	--
Association solutions and contributions more valuable than what one agency could do (5=strongly agree; 1=strongly disagree)	4.6 (0.5)	58.3 (14)	41.7 (10)	--	--	--

*Network Skill Transference*

The strength of the value to the individual and the organizations represented in the Association are notable. Clearly, the choice for preparation is to discuss the matter with current members of the Association, and interestingly, finding that several members actually researched networks as a part of their preparation. It should be noted that a majority of the Association members are executive-level representatives of their agency. The skill sets identified as critical to the Association were consensus building and understanding group dynamics, followed closely by peer acceptance. A question for additional research may include whether or not those skills are a part of every executive-

level training program or is that value learned only in a collaborative environment  
(see Tables 5 and 6).

Table F5

*Peace Officers Association of Los Angeles County Network Skill Transference—Part I*

Statement/response	% (n)
My involvement in the Association compliments my organization's goals	
Strongly agree	54.2 (13)
Agree	45.8 (11)
Undecided	--
Disagree	--
Strongly disagree	--
Mean (SD)	4.5 (0.5)
My involvement in the Association has increased my value to my organization	
Strongly agree	58.3 (14)
Agree	33.3 (8)
Undecided	8.3 (2)
Disagree	--
Strongly disagree	--
Mean (SD)	4.5 (0.7)
My involvement in the Association has enhanced my personal growth	
Strongly Agree	41.7 (10)
Agree	45.8 (11)
Undecided	12.5 (3)
Disagree	--
Strongly disagree	--
Mean (SD)	4.3 (0.7)

Table F6

*Peace Officers Association of Los Angeles County Network Skill Transference—Part II*

Statement/response	% (n)
<b>Prior to joining the Association, my preparation included<sup>a</sup></b>	
Discussed with current members	91.7 (22)
Examined organization's goals	25.0 (6)
Discussed with my supervisor	33.3 (8)
Discussed with former members	12.5 (3)
Studied bylaws	12.5 (3)
Researched networks	16.7 (4)
None of the above	4.2 (1)
<b>Skill sets critical to involvement in the Association</b>	
Consensus building	75.0 (18)
Understand group dynamics	66.7 (16)
Peer acceptance	58.3 (14)
Assertive decision making	25.0 (6)
Adherence to rules/bylaws	29.2 (7)
Other	12.5 (3)
<b>What learned via Association valuable to you and your organization<sup>b</sup></b>	
Consensus building	71.4 (15)
Understand group dynamics	57.1 (12)
Peer acceptance	57.1 (12)
Adherence to rules/bylaws	28.6 (6)
Assertive decision making	19.0 (4)
Other	9.5 (2)
<b>Skills needed for others to be effective in the Association</b>	
Consensus building	79.2 (19)
Understand group dynamics	70.8 (17)
Adherence to rules/bylaws	45.8 (11)
Peer acceptance	41.7 (10)
Assertive decision making	29.2 (7)
Other	4.2 (1)

<sup>a</sup> For these four questions, respondents were allowed to select as many responses as they wished.

<sup>b</sup> Three did not answer this question.

*Network Decision Making*

Table F7

*Peace Officers Association of Los Angeles County Network Decision Making—Part I*

Statement/response	% (n)
Mission/values of the Association are critical to the organization	
Strongly agree	58.3 (14)
Agree	25.0 (6)
Undecided	16.7 (4)
Disagree	--
Strongly disagree	--
Mean <sup>a</sup> (SD)	4.4 (0.8)
Association has a “shared leadership” by all participants <sup>b</sup>	
Strongly agree	34.8 (8)
Agree	52.2 (12)
Undecided	--
Disagree	13.0 (3)
Strongly disagree	--
Mean (SD)	4.1 (0.9)
Association rules are adhered to	
Strongly agree	29.2 (7)
Agree	54.2 (13)
Undecided	8.3 (2)
Disagree	8.3 (2)
Strongly disagree	--
Mean (SD)	4.0 (0.9)

Table F8

*Peace Officers Association of Los Angeles County Network Decision Making--Part II*

Statement/response	% (n)
Association decision making is generally by consensus	
Strongly agree	45.8 (11)
Agree	37.5 (9)
Undecided	12.5 (3)
Disagree	4.2 (1)
Strongly disagree	--
Mean (SD)	4.3 (0.8)
Association decision making varies according to need/issue	
Strongly agree	29.2 (7)
Agree	50.0 (12)
Undecided	12.5 (3)
Disagree	8.3 (2)
Strongly disagree	--
Mean (SD)	4.0 (0.9)
How the Association handles conflict	
Majority vote	12.5 (3)
Consensus	66.7 (16)
Exec. Board decision	8.3 (2)
Not dealing with directly	8.3 (2)
Other	4.2 (1)

<sup>a</sup> For these four questions, respondents were allowed to select as many responses as they wished.

<sup>b</sup> Three did not answer this question.

The decision-making process is influenced by the mission and values of the Association and over 85% of the members view a shared leadership as a vital part of the process. The rules and regulations are adhered to by most members and consensus is strived for in general and when a conflict arises. Interestingly, there is a small element of dissention that appears as there is disagreement by some as to whether or not there really is a shared leadership and that rules are followed and consensus strived for. Similarly,

there appears to be a minority of those who view that conflicts are not dealt with in a direct manner.

### *Network Policy Influence*

While there appears to be some level of policy influence for agencies that take part in the Association, it does not appear to dominate the landscape as there is a high level of inconsistency on whether or not the Association has significant influence and whether or not it enhances the home organization in this regard. While clearly it does not complicate the organization's policies and operations there is some disparity as to whether the Association has regional influence and impact to the degree it would desire (see Table F9).

Table F9

#### *Peace Officers Association of Los Angeles County: Network Policy Influence*

	Mean (SD)	Str agr % (n)	Agree % (n)	Undec % (n)	Disagr % (n)	Str dis % (n)
Association has significant influence on organizations' policies	3.4 (1.0)	16.7 (4)	29.2 (7)	33.3 (8)	20.8 (5)	--
Association decisions/projects enhance my org's operations and policy considerations	3.8 (0.8)	20.8 (5)	37.5 (9)	37.5 (9)	4.2 (1)	--
Association decisions/projects complicate my org's operations and policy	1.4 (0.5)	--	--	--	41.7 (10)	58.3 (14)
The Association has regional influence/impact	3.8 (0.9)	20.8 (5)	50.0 (12)	16.7 (4)	12.5 (3)	--



*Network Management Practices*

Addressing the issues of management practices it is clear that consensus building and group dynamics play an integral part in the Association in terms of involvement, what has been learned and the skill sets needed to continue to be effective (see Table F10).

Table F10

*Peace Officers Association of Los Angeles County Network Management Practices*

Statement/response	% (n)
<b>Skill sets critical to involvement in the Association<sup>a</sup></b>	
Consensus building	75.0 (18)
Understand group dynamics	66.7 (16)
Peer acceptance	58.3 (14)
Assertive decision making	25.0 (6)
Adherence to rules/bylaws	29.2 (7)
Other	12.5 (3)
<b>What learned via the Association valuable to you and your organization<sup>b</sup></b>	
Consensus building	71.4 (15)
Understand group dynamics	57.1 (12)
Peer acceptance	57.1 (12)
Adherence to rules/bylaws	28.6 (6)
Assertive decision making	19.0 (4)
Other	9.5 (2)
<b>Skills needed for others to be effective in the Association</b>	
Consensus building	79.2 (19)
Understand group dynamics	70.8 (17)
Adherence to rules/bylaws	45.8 (11)
Peer acceptance	41.7 (10)
Assertive decision making	29.2 (7)
Other	4.2 (1)

<sup>a</sup> For these questions, respondents were allowed to select as many responses as they wished.

<sup>b</sup> Three respondents did not answer this question.

APPENDIX G  
STATISTICAL DATA SUMMARY SHEETS

Number	OCQVDRT	Q 1A	Q 1B	Q 1C	Q 1D	Q 1E	Q 1F	Q 2	Q 3	Q 4	Q 5	Q 6	Q 7	Q 8	Q 14	Q 15	Q 16	Q 17	Q 18	Q 19	Q 20	
101																						
102	Nonprofit	HumanServ	D			2 B		No		NA	NA	5	4	4	4	2	3	4	3	4	4	4
103	County		C			1 D		1 NO		NA	NA	2	1	3	1	1	3	3	3	3	3	3
104																						
105	A		D			1 C		1 NO		NA	NA	4	4	4	4	4	4	4	4	3	4	4
106																						
107	Court	SupCt	C			1 C		1 NO		NA	NA	5	5	5	3	4	5	1	4	3	4	4
108																						
109	COUNTY	F	E			1 C		1 NO		NA	NA	4	3	3	3	4	4	2	4	4	4	4
110																						
111																						
112	County		ASSTSPA			1 C		6 NO		NA	NA	5	5	5	1	5	5	4	5	4	4	4
113																						
114		B	C			1 A		1 NO				4	4	4	2	2	4	2	5	4	4	4
115																						
116		B	B			1 A		1 NO		NA	NA	4	2	4	2	3	3	2	4	5	4	4
117																						
118	Nonprofit	Counselor	D			1 C		1 NO		NA	NA	5	5	5	3	5	5	2	5	5	5	5
119		non-prof	C			1 A		1 NO		NA	NA	4	4	4	1	2	4	2	4	4	4	4
	Number	Q 21	Q 22	Q 23	Q 24	Q 25	Q 26	Q 27	Q 28	Q 29	Q 30	Q 31	Q 32	Q 33	Q 34	COMMENTS						
101																						
102	A	5	5	4	4 C,D,E	4	4 C,D,E	A,D,E,A,B,C,E	A,B,C,E	4	4	2	4	4	5	NONE						
103	E	3	3	3	3 B,C,D,	3	3 B,C,D,	DNA	DNA	3	1	1	3	3	3	NOT ACTIVE FOR 3 YEARS						
104																						
105	B	4	4	4	4 D,E	4	4 D,E	B,C,E	B,C,E	3	3	1	3	3	4							
106																						
107	ediscussion	5	3	3	3 C,E,F	3	3 C,E,F	A,E,F B,C,E	C,D	3	4	2	3	3	5	NO TEAM LDR						
108																						
109	B	4	4	4	2 F	4	2 F	,B,E B,E	B,E	2	2	2	2	2	4							
110																						
111																						
112	B	5	5	3	4 C,F	3	4 C,F	C,E E	D	4	4	2	4	4	5							
113																						
114	B	5	5	5	4 A,C,E,F	5	4 A,C,E,F	B,E B	B	2	2	1	2	4								
115																						
116	B	2	4	3	3 D,F	3	3 D,F	B,D D	D	2	2	2	2	5								
117																						
118	B	5	5	5	5 C,D	5	5 C,D	A,B,C ABCDE	ABCDE	3	4	1	4	4	5	NONE						
119	B	4	3	3	3 F	3	3 F	C,D,E E	C,D,E	3	3	1	2	3	Brief assignment							

Number	Q26a	q26b	q26c	q26d	q26e	q26f	q26g	q26n	q26total	q27a	q27b	27c	27d	27e	27f	27n	27total	28a	28b	28c	28d	28e
101	0	0	1	1	1	0	0	7	3	1	0	1	0	1	0	6	3	1	1	1	0	1
102	0	1	1	1	0	0	0	7	3	0	0	0	0	0	1	6	1	DNA				
103	0	0	0	0	1	0	0	7	2	0	1	1	0	1	0	6	3	0	0	0	0	0
104	0	0	0	1	1	0	0	7	2	0	1	1	0	1	0	6	3	0	0	0	0	0
105	0	0	1	0	1	1	0	7	3	1	0	0	0	1	1	6	2	0	1	1	0	1
106	0	0	1	0	1	1	0	7	3	1	0	0	0	1	1	6	2	0	1	1	0	1
107	0	0	0	0	0	1	0	7	1	0	1	0	0	1	0	6	2	0	1	0	0	1
108	0	0	0	0	0	1	0	7	1	0	1	0	0	1	0	6	2	0	1	0	0	1
109	0	0	0	0	0	1	0	7	1	0	1	0	0	1	0	6	2	0	1	0	0	1
110	0	0	0	0	0	1	0	7	1	0	1	0	0	1	0	6	2	0	1	0	0	1
111	0	0	1	0	0	1	0	7	2	0	0	1	0	1	0	6	2	0	0	0	0	1
112	0	0	1	0	0	1	0	7	2	0	0	1	0	1	0	6	2	0	0	0	0	1
113	1	0	1	0	1	1	0	7	4	0	1	0	0	1	0	6	2	0	1	0	0	0
114	1	0	1	0	1	1	0	7	4	0	1	0	0	1	0	6	2	0	1	0	0	0
115	0	0	0	1	0	1	0	7	2	0	1	0	1	0	0	6	2	0	0	0	1	0
116	0	0	0	1	0	1	0	7	2	0	1	0	1	0	0	6	2	0	0	0	1	0
117	0	0	1	1	0	0	0	7	2	1	1	1	1	1	1	6	5	1	1	1	1	1
118	0	0	0	0	0	1	0	7	1	0	0	1	1	1	0	6	3	0	0	0	0	1
119	0	0	0	0	0	1	0	7	1	0	0	1	1	1	0	6	3	0	0	0	0	1

Number	28f	28n	28total	29a	29b	29c	29d	29e	29f	29n	29total
101	0	6	4	1	1	1	0	1	0	6	4
102	6	6	0	DNA					6	6	0
103	6	6	0						6	6	0
104	0	6	0	0	1	1	0	1	0	6	3
105	0	6	0	0	1	1	0	1	0	6	3
106	0	6	3	0	0	1	1	0	0	6	2
107	0	6	0	0	1	1	0	1	0	6	2
108	0	6	2	0	1	0	0	1	0	6	2
109	0	6	0	0	0	0	0	1	0	6	2
110	0	6	0	0	0	0	0	1	0	6	2
111	0	6	1	0	0	0	1	0	0	6	1
112	0	6	1	0	0	0	1	0	0	6	1
113	0	6	1	0	1	0	0	0	0	6	1
114	0	6	1	0	1	0	0	0	0	6	1
115	0	6	1	0	0	0	1	0	0	6	1
116	0	6	1	0	0	0	1	0	0	6	1
117	0	6	5	1	1	1	1	1	1	6	5
118	0	6	1	0	0	1	1	1	1	6	3
119	0	6	1	0	0	1	1	1	1	6	3

POALAC N=33	Q1A	Q1B	Q1C	Q1D	Q1E	Q1F	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Q21	Q22	Q23	Q24
201	B			C	1B	2 NO	2	1 NO	NA	NA	5	5	5	1	3	5	5	5	5	5	5C	5	4	5
202		B		C	4B	1 NO	1	1 NO	NA	NA	4	4	4	3	3	5	4	4	4	4	4C	4	4	4
203																								
204		D-RETIRED	G	D	4B	1 NO	1	1 NO	NA	NA	4	5	4	4	4	4	5	5	5	3B	4	4	4	4
205																								
206																								
207	B			D	5C	1 NO	1	1 NO	NA	NA	5	5	3	4	5	5	5	5	5	2B	5	5	5	5
208																								
209	B			D	2 Dexo	1 NO	1	1 NO	NA	NA	5	5	4	4	5	4	4	3	5	5B	4	4	5	5
210	E		C	D	5B	2 NO	2	2 NO	NA	NA	4	5	5	4	4	5	4	4	4	4D	4	4	5	5
211			B	D	1C	2 NO	2	2 NO	NA	NA	4	4	4	4	4	5	5	4	4	4B	4	4	4	4
212		ECHAPLAIN		D	5C	2 NO	2	2 NO	NA	NA	5	5	5	5	5	5	5	5	4	4A	5	5	5	5
213	C			D	2A	3 NO	3	3 NO	NA	NA	5	5	4	4	4	4	4	3	4	3B	5	5	5	4
214																								
215	A			D	5B	1 YES	1	1 YES	D	D	4	4	3	3	2	4	2	2	4	5B	5	5	4	4
216			LEGAL	D	1C	2 NO	2	2 NO	NA	NA	4	4	4	4	5	5	5	4	3	5B	4	4	5	5
217	B			B	2C	2 NO	2	2 NO	NA	NA	5	4	4	4	4	5	5	5	4	4A	4	4	4	4
218	B			D	3C	3 NO	3	3 NO	NA	NA	5	5	5	5	5	5	4	4	5	4B	5	5	5	5
219	B			E	5C	2 NO	2	2 NO	NA	NA	5	5	5	4	4	5	4	4	4	4B	4	4	4	3
220	A			D	3B	2 NO	2	2 NO	NA	NA	4	5	4	4	4	4	4	4	4	4B	4	4	4	4
221																								
222																								
223	B			C	3B	1 NO	1	1 NO	NA	NA	5	5	5	3 4+	4	4	4	5	5	5B	5	5	5	5
224	D-RETIRED	H		D	4B	1 YES	1	1 YES	D	B	5	5	5	4	4	5	4	4	5	5B	5	5	4	4
225	A RETIRED			D	5C	1 YES	1	1 YES	C	D	4	4	4	4	4	3	2	2	2	4C,D	4	4	4	4
226	B			D	1C	1 NO	1	1 NO	NA	NA	5	4	4	3	3	4	4	4	5	2B	5	5	5	4
227																								
228																								
229	B			D	5B	1 NO	1	1 NO	NA	NA	4	3	4	4	3	3	4	4	3	4B	4	4	4	4
230	D			D	1C	3 NO	3	3 NO	NA	NA	4	4	5	3	3	3S	4	4	4	3B	4	4	4	4
231	D			D	1B	1 NO	1	1 NO	NA	NA	5	5	5	4	5	5	5	5	5	5B	5	5	5	5
232	A			D	5B	1 NO	1	1 NO	NA	NA	4	3	3	2	2	4	4	4	3	4E NEW	4	4	5	4
233	NONPROF			E-ADMIN	1D	6 NO	6	6 NO	NA	NA	5	5	5	4	4	5	2	2	4	4A,C	4	4	5	4

	Q25	Q26	Q27	Q28	Q29	Q30	Q31	Q32	Q33	Q34	
201											
202	5 B,C,D,A,C,D,E	C,D,E	C,D,E	C,D,E	5	3	1	5	5	5	New member
203	4 B,F C,E	B,C,D,E	A,D,E	A,D,E	5	4	2	4	4	4	
204											
205	4 A,C,D B,C,E	C,D,	B,D,E	B,D,E	4	3	2	3	3	4	
206											
207											
208	5 D,F	2,5	0 2,3,4,!		5	5	1	5	5	5	
209											
210	4 E	B	B	B	2	4	2	4	4	4	
211	4 D	ABCDE	ABCDE	ABCD	3	3	1	4	4	5	
212	3 B,D	B,C,E	C,E	C,E	3	3	2	4	4	4	GREATLY BENEFITTED
213	5 D	B	B,E	B,E	3	3	1	5	5	5	#27/28 VERBAL SKILLS TONE OF THE MAJORITY, OTHERS VALUES
214	4 D,E,F	B,D,E,	B,D,E,	B,C,E	2	4	1	4	4	5	GREATEST VALUE IS COLLAB
215											
216	4 D,F	BCE	BCE	BCE	2	2	2	2	2	5	
217	4 D,F	C,D,F	B,C	F	2	3	1	3	4	4	
218	4 A,C,D,A,B,C,E	A,B,C,E	A,B,C	A,B,C	4	4	2	4	4	4	
219	5 B,C,D	A,B,C,E	A,B,C,E	A,B,C	4	5	1	3	5	5	Potential giant
220	5 C,D	A,B,C,E	B,E	A,B	3	3	2	2	2	5	
221	4 D,E	B,E	C,D	B,D,E	4	5	1	4	4	5	
222											
223											
224	4 D	B	B	B	5	4	2	4	4	5	PERSPECTIVES OF PRIVATE SECTOR
225	4 D	E	E	E	4	5	1	4	4	5	
226	3 A,C,D	B,D,E,F	B,F	B,D,E	2	3	2	2	4	4	ETHICS, DIVERSE LDRSHIP
227	4 D,F	C	B	ABCD	4	4	1	4	4	5	
228											
229											
230	4 D	B,C,E	B,C	B,E	3	4	2	4	4	4	
231	3 D	B	B	B	3	3	1	5	4	4	
232	5 D,E	B,C,E	B,C	D,E	4	5	1	5	5	5	
233	3 D	B,C,E	F NEW	ABCD	3	4	1	4	4	5	NEW BOARD MEMBER 2 MONTHS
	4 D	A,D,E	A,E	B	3	4	1	3	4	4	

	Q26a	q26b	q26c	q26d	q26e	q26f	q26g	q26n	q26total	q27a	q27b	27c	27d	27e	27f	27n	27total	28a	28b	28c	28d	28e	28f	28n	28total
201	0	1	1	1	0	1	0	7	4	1	0	1	1	1	0	6	4	0	0	1	1	1	0	6	3
202	0	1	0	0	0	1	0	7	2	0	0	1	0	1	0	6	2	0	1	1	1	1	0	6	4
203																									
204	1	0	1	1	0	0	0	7	3	0	1	1	0	1	0	6	3	0	0	1	1	0	0	6	2
205																									
206	0	0	0	1	0	1	0	7	2	0	1	0	0	1	0	6	2	0	0	0	0	0	0	6	0
207																									
208	0	0	0	0	0	0	1	7	1	0	1	0	0	0	0	6	1	0	1	0	0	0	0	6	1
209	0	0	0	1	0	0	0	7	1	1	1	1	1	1	0	6	5	1	1	1	1	1	0	6	5
210	0	1	0	1	0	0	0	7	2	0	1	1	0	1	0	6	3	0	0	1	0	1	0	6	2
211	0	0	0	1	0	0	0	7	1	0	1	0	0	0	1	6	2	0	1	0	0	1	1	6	2
212	0	0	0	1	1	1	0	7	3	0	1	0	1	1	0	6	3	0	1	0	1	1	0	6	3
213																									
214	0	0	0	1	0	1	0	7	2	0	1	1	0	1	0	6	3	0	1	1	0	1	0	6	3
215	0	0	0	1	0	1	0	7	2	0	1	1	0	1	0	6	3	0	1	1	0	1	0	6	3
216	1	0	1	1	0	1	0	7	4	1	1	0	1	0	1	6	4	1	1	1	0	0	0	6	2
217	0	1	1	1	0	0	0	7	3	1	1	1	0	1	0	6	4	1	1	1	0	1	0	6	4
218	0	0	1	1	0	0	0	7	3	1	1	1	0	1	0	6	4	1	1	1	0	1	0	6	4
219	0	0	1	1	0	0	0	7	2	1	1	1	0	0	0	6	3	0	1	0	0	1	0	6	2
220	0	0	0	1	1	1	0	7	2	0	1	0	0	1	0	6	2	0	0	1	0	1	0	6	2
221																									
222																									
223	0	0	0	1	0	0	0	7	1	0	1	0	0	0	0	6	1	0	1	0	0	0	0	6	1
224	0	0	0	1	0	0	0	7	1	0	0	0	1	0	0	6	1	0	0	0	0	1	0	6	1
225	1	0	1	1	0	0	0	7	3	0	1	0	1	1	1	6	4	0	1	0	0	0	1	6	2
226	0	0	0	1	0	1	0	7	2	0	0	1	0	0	0	6	1	0	1	0	0	0	0	6	1
227																									
228																									
229	0	0	0	1	0	0	0	7	1	0	1	1	0	1	0	6	3	0	1	1	0	0	0	6	2
230	0	0	0	1	0	0	0	7	1	0	1	0	0	0	0	6	1	0	0	0	0	0	0	6	0
231	0	0	0	1	1	0	0	7	2	0	1	1	0	0	0	6	2	0	1	1	0	0	0	6	2
232	0	0	0	1	0	0	0	7	1	0	1	1	1	1	0	6	4	0	0	0	0	0	0	6	0
233	0	0	0	1	0	0	0	7	1	1	0	0	1	1	0	6	3	1	0	0	0	0	1	6	2

	29a	29b	29c	29d	29e	29f	29n	29total
201	0	0	1	1	1	0	6	3
202	1	0	0	1	1	0	6	3
203	0	1	0	1	1	0	6	3
204	0	1	0	1	1	0	6	3
205	0	1	0	1	1	0	6	6
206	0	1	1	1	1	0	6	4
207	0	1	1	1	1	0	6	6
208	0	1	0	0	0	0	6	1
209	1	1	1	1	1	0	6	5
210	0	0	1	0	1	0	6	2
211	0	1	0	0	1	0	6	2
212	0	1	1	0	1	0	6	3
213	0	1	1	0	1	0	6	3
214	0	1	1	0	1	0	6	3
215	0	0	0	0	0	1	6	1
216	1	1	1	0	1	0	6	4
217	1	1	1	1	1	0	6	5
218	1	1	0	0	0	0	6	2
219	0	1	0	1	1	0	6	3
220	0	1	0	1	1	0	6	6
221	0	1	0	0	0	0	6	6
222	0	1	0	0	0	0	6	6
223	0	1	0	0	0	0	6	1
224	0	1	0	1	1	0	6	3
225	1	1	1	1	1	0	6	5
226	0	1	0	0	0	0	6	6
227	0	1	0	0	0	0	6	6
228	0	1	0	0	1	0	6	2
229	0	1	0	0	0	0	6	1
230	0	0	0	1	1	0	6	2
231	1	1	1	1	1	0	6	5
232	0	1	0	0	0	0	6	1
233	0	1	0	0	0	0	6	1



SGVEP	Q1A	Q1B	Q1C	Q1D	Q1E	Q1F	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Q21	Q22	Q23	Q24	Q25	Q26	Q27	Q28			
301																															
302																															
303	A			D	2C	1NO	NA	4	4	4	4	4	4	4	4	4	4	4	4	3	4A,C	4	4	5	4	4	4	4	4	B,C,D,E	
304		D,H		D	1D	B	NO	NA	5	3	5	4	5	4	4	5	4	4	4	4	5B,C	5	5	2	4	4	A-F	A-E	B,C,D,E		
305			BUSG	D	4B	1NO	NA	5	5	5	5	5	5	5	5	5	3	4	4	4	4C	5	5	5	5	5	5	5	B		
306																															
307																															
308	A			C	1A	4NO	NA	4	4	3	3	4	4	4	4	4	4	4	4	4	4B	4	4	4	4	4	4	4	B,E		
309																															
310																															
311		A		C	1B	1YES	C	4	4	4	3	3	5	2	4	4	4	4	4	4	4C	4	4	4	4	4	4	4	4	4A,C,F	
312		NONPROFIT	D	3D	1NO	NA	4	2	3	2	2	4	4	4	4	4	4	4	4	4	4D	4	4	4	4	4	4	4	4	3A,B,C,D	
313																															
314																															
315																															
316																															
317																															
318																															
319																															
320	A			D	2C	1NO	NA	4	4	3	4	4	4	4	4	4	4	4	4	3	4A,C	4	5	4	4	4	4	4	4	4	B,C,D,E
321																															
322																															
323		A		C	5C	1NO	NA	4	3	5	3	4	5	5	4	5	5	4	3	4	4C	4	4	4	4	4	3	3	3	3	D,E
324		B		D	1B	1NO	NA	4	4	4	2	3	5	3	4	3	5	3	4	3	3C	4	4	4	5	4	4	4	4	4	A,B,E
325																															
326																															
327																															
328	G			D	3C	1YES	A	5	5	5	5	5	5	2	5	4	5	4	5	4	5C	5	4	4	4	4	5	4	4	4	D

	Q29	Q30	Q31	32	Q33	Q34
301						
302						
303 B,C,D,E	4	4	4	2	4	4
304						
305 A-E	3	4	4	2	3	5
306						
307 B	4	3	3	1	4	5 BELIEVE IN MISSION
308						
309 B,D,E	4	3	3	2	4	4
310						
311 B	3	2	2	2	3	4
312 ABCDEF	4	4	4	4	4	4 27&29 FAIR AND IMPARTIAL DECISIONS
313						
314						
315						
316						
317						
318						
319						
320 B,C,D,E	4	4	4	2	4	4
321						
322						
323 B,C,D	4	3	3	2	4	5
324 A,B,D,E	4	4	4	2	4	5
325						
326						
327						
328 A	4	4	4	2	4	5

	Q26a	q26b	q26c	q26d	q26e	q26f	q26g	q26n	q26total	q27a	q27b	q27c	q27d	q27e	q27f	q27n	q27total
301								7									6
302								7									6
303	0	0	1	1	0	0	0	7	2	0	1	0	0	1	0	6	2
304								7									6
305	1	1	1	1	1	1	0	7	6	1	1	1	1	1	1	6	6
306								7									6
307	0	0	0	0	0	0	1	7	1	1	0	1	0	0	0	6	2
308								7									6
309	0	0	0	0	0	1	0	7	1	0	1	0	0	1	0	6	2
310								7									6
311	1	0	1	0	0	1	0	7	3	0	1	0	0	0	0	6	1
312	1	1	1	1	0	0	0	7	4	1	1	1	1	0	1	6	5
313								7									6
314								7									6
315								7									6
316								7									6
317								7									6
318								7									6
319								7									6
320	0	0	1	1	0	0	0	7	2	0	1	0	0	1	0	6	2
321								7									6
322								7									6
323	0	0	0	1	0	1	0	7	2	1	1	0	0	1	0	6	3
324	0	0	1	1	0	1	0	7	3	1	0	0	0	0	0	6	1
325								7									6
326								7									6
327								7									6
328	0	0	1	1	0	0	0	7	2	1	0	0	0	1	0	6	2

	28a	28b	28c	28d	28e	28f	28n	28total	29a	29b	29c	29d	29e	29f	29n	29total
301							6								6	
302							6								6	
303	0	1	1	1	1	0	6	4	0	1	1	1	1	0	6	4
304							6								6	
305	0	1	1	1	1	0	6	4	1	1	1	1	1	0	6	5
306							6								6	
307	0	1	0	0	0	0	6	1	0	1	0	0	0	0	6	1
308							6								6	
309	0	1	0	0	1	0	6	2	0	1	0	1	1	0	6	3
310							6								6	
311	0	0	0	0	1	0	6	1	0	1	0	0	0	0	6	1
312	0	0	1	0	0	0	6	1	1	1	1	1	1	1	6	6
313							6								6	
314							6								6	
315							6								6	
316							6								6	
317							6								6	
318							6								6	
319							6								6	
320	0	1	1	1	1	0	6	4	0	1	1	1	1	0	6	4
321							6								6	
322							6								6	
323	0	0	0	1	1	0	6	2	0	1	1	1	0	0	6	3
324	1	1	0	0	1	0	6	3	1	1	0	1	1	0	6	4
325							6								6	
326							6								6	
327							6								6	
328	0	0	0	1	0	0	6	1	0	0	0	0	0	0	6	1