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LEADERSHIP IN COLLABORATIVE GOVERNANCE:  
UNDERSTANDING THE RELATIONSHIP OF LEADERSHIP AND  
COLLABORATIVE PERFORMANCE OF LOCAL DEPARTMENTS OF SOCIAL  
SERVICES EXECUTIVES

A dissertation submitted in partial fulfillment of the requirements for the degree of  
Doctor of Philosophy at Virginia Commonwealth University.

by

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## Dedication

This dissertation is dedicated to my family for their unwavering support and belief in me throughout this incredible journey – my parents, **Syble Isbister & Patrick Downs** and **James & Wanda Isbister**; my sister, **Chrissy Peterson**; my brother, **Shane Allen**; and my children, **Rebeccah and Susannah**.



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Accomplishing this study was not a feat of simply my own. My method of continued forward momentum throughout my doctoral program and final dissertation was a series of four steps: put my head down, do my homework, show up for the next class, try to act pleasant. Then, repeat. And, repeat. And, repeat. The steps are inherently simple. However, I could never have traveled the course of those steps (over and over again) if it were not for the guidance, inspiration and support of several people. Therefore, I would like to acknowledge their role in my success.

Starting a doctoral program takes a great deal of belief in one's own capacity and capability. My parents, **Syble Isbister and Patrick Downs**, provided enduring support that my best was more than enough to succeed in the doctoral program, as well as in life.

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Finishing a doctoral program takes a significant amount of commitment and perseverance. My parents, **James and Wanda Isbister**, inspired these qualities in me. And for those, I was able to repeat the four basic steps over and over again until I crossed the finish line.

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Without these people in my life, and more than likely additional others I have overlooked in this brief acknowledgement, I would never have been able to put my head down, do my homework, show up for the next class, or try to act pleasant. For these people, I was able to (usually) make my way through each of those simple steps and accomplish the great feat of completing the following dissertation. Thank you.



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## Abstract

### LEADERSHIP IN COLLABORATIVE GOVERNANCE: UNDERSTANDING THE RELATIONSHIP OF LEADERSHIP AND COLLABORATIVE PERFORMANCE OF LOCAL DEPARTMENTS OF SOCIAL SERVICES EXECUTIVES

By Jennifer Elizabeth Behrens, MSW, Ph.D.

A dissertation submitted in partial fulfillment of the requirements for the degree to Doctor of  
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Public administration agencies are increasingly called upon to collaborate across organizational boundaries as a regular part of practice. Leaders in the organizations are expected to deliver positive outcomes from collaborations. Common sense implies that good leadership leads to successful collaboration within public administration agencies. However, the exact link between leadership and collaboration continues to be a puzzle for both practitioners and academics in the field. This study examines the relationship of leadership and collaborative governance within a group of social services executives, who are specifically chartered to collaborate with one another and across organizational boundaries for successful delivery of public welfare services. Relationship-based leadership orientation and trust-building leadership style are evaluated for main effects on perception of collaboration. Leadership satisfaction and performance satisfaction were evaluated for simple effects on the relationship between leadership orientation and leadership style on perception of collaboration. The results provide that there are no direct effects of leadership orientation and leadership style on perception of collaboration. Performance satisfaction moderated the association of both leadership orientation and leadership style on perception of collaboration. Leadership satisfaction moderated the relationship of leadership style with perception of collaboration. Implications from this study include the need for further study into a threshold of acceptable collaborative activities for practitioners.



*In economic life, the possibilities for rational social action, for planning, for reform – in short, for solving problems – depend not upon our choice among mythical grand alternatives but largely upon choice among particular social techniques...techniques and not “isms” are the kernel of rational social action in the Western World.*

- Robert Dahl and Charles E. Lindblom, 1953

*The ever-increasing turbulence in the marketplace demands even more collaboration, not less.*

- James Kouzes and Barry Posner, 2002



## **CHAPTER 1 – INTRODUCTION**

I have worked for both local governments and state governments for over 15 years. I have experienced positive episodes of collaboration and less than productive ones. I have benefited from supportive cooperative arrangements as well as endured faltering partnerships that fail to accomplish any of the set tasks.

I have also witnessed inspiring leadership and just the reverse, oppressive management. Throughout my practice, I have often seen the two concepts (leadership and collaboration) as entwined experiences. Common sense tells me as a practitioner within administrative agencies that successful collaboration requires good leadership and that successful leaders inspire positive collaborations.

Academically, however, we have more of a puzzle about the relationship between leadership and collaboration. As a student of public policy, I would like to know what successful leadership and collaboration look like. How does leadership affect collaboration? How do they relate to one another? This study seeks answer some of those questions by to exploring how leadership orientation and behaviors affect collaboration efforts of a group in the era of new governance.

New governance reform in contemporary public administration reveals the challenge of operations and performance expectations within government administrative agencies. Society is no longer comfortable with traditionally hierarchical and rigid government bureaucracies, and the expectation of creative problem solving, transparency and performance accountability has



strengthened. (Salamon, 2002). (McGuire, 2006). Examination of “collaborative governance” is a growing topic within public administration. (Morse, 2010). (Ansell, & Gash, 2008). (O’Leary, Gerard, & Bingham, 2006). Partnership and collaboration within and between governmental agencies is an increasing occurrence throughout the country. (Kettl, 2006). Salamon (2002, p.2) stated that “...crucial elements of public authority are shared with a host of nongovernmental or other-governmental actors, frequently in complex collaborative systems that sometimes defy comprehension, let alone effective management and control.”

Partnership exists and migrates along the spectrum of formality of arrangements, “from the voluntary to the statutory.” (Morrison, 1996). Thus, collaborations that are derived from partners working collectively upon a task may be developed out of organizational structure or from political mandates. (Horwath & Morrison, 2007). Collaborations produced from codified or legislated partnerships must overcome a series of hurdles to successfully function and achieve the purpose of the organizational relationship due to the involuntary nature of the motivation to work collectively. How are these barriers overcome? Are leaders playing a part in collaboratively successful agencies?

The role of leaders in the success of collaboration provides intriguing consideration. These public administration practitioners who navigate across organizations and throughout networks are often called boundary spanners. Successful boundary spanners have a unique set of skills and behaviors. Kouzes and Posner (2002) state that leaders must have two specific skills in order to support collaboration: the ability to create a climate of trust, and the ability to facilitate



relationships. This type of leader is referred to as an individual catalyst. According to Morse (2010, p.234), "...we live in a world of complex interconnections in which take-charge leaders are less successful than individuals and groups who provide the spark or catalyst that truly makes a difference." (Luke, 1998). Trust and relationship building, intertwined with a sense of entrepreneurship, are key themes within literature on individual catalysts. (Morse, 2010.). (Das & Teng, 1998).

This research is designed to assess if leadership orientation or qualities impact perceived levels of collaboration within a governmental group of practitioners from multiple organizations. The research design is a non-experimental, quantitative design, utilizing components of multiple leadership assessment instruments and a scale to capture perceived collaboration. The survey tool created was designed to capture particular leadership qualities of leaders of governmental partners and to assess their perceptions of the level of success of the partnership.

#### Statement of the Problem

Peter Orszag, Director of the Office of Management and Budget of the Executive Office of the President, issued a memorandum in 2009 to the Heads of the Executive Departments and Agencies underscoring the role of collaboration in contemporary government: "Collaboration improves the effectiveness of Government by encouraging partnerships and cooperation within the Federal Government, across levels of government, and between the Government and private institutions." All agencies were directed to create and submit an Open Government Plan with the



specific purpose of folding collaborative endeavors into regular and routine practice. The plan was to specifically address collaboration such that it “should explain in detail how (the) agency will improve collaboration, including steps the agency would take to revise its current practices to further cooperation with other Federal and non-Federal governmental agencies, the public, and non-profit and private entities in fulfilling the agency’s core mission activities.” Collaboration is a key component of governmental action; however, consistently successful collaboration has clearly remained elusive to all levels of government to the point of requiring a federal memorandum dictating operational plans to achieve such. Horwath and Morrison (2007) delineate a well-documented series of such issues with collaborations, including “lack of ownership amongst senior managers; inflexible organizational structures; conflicting professional ideologies; lack of budget control; communication problems; poor understanding of roles and responsibilities and mistrust amongst professionals.” However, we know that there are some agencies that do in fact have highly efficient and successful collaborations. If agencies have such a chronic condition of failing to implement successful collaborations, how are there some success stories at all? Could it be that leadership of the organizations play a role? If so, what is that role?

What are the qualities of leaders that best suit them to successfully navigate partnerships through to high level collaborations? Many provide vague generalizations of the outcomes of good leadership, but even these fail to specifically delineate what behaviors are actually conducted. Contemporary leaders in modern administration such as Swissair’s Claude Meyer,



assess similarly, “leadership is learning by doing, adapting to actual situations. Leaders are constantly learning from errors and failures.” (Kouzes & Posner, 2002). Responsiveness of a leader in a particular context is critical in the outcome of the undertaking. In the collaborative scenario, Mary Parker Follett articulated that the leader is the one that navigates the context toward success for the entire group. (McGuire, 2006). Bryan, Jones, and Lawson (2010) examined the success of the Child Abuse Prevention and Treatment Act (CAPTA) results, and attributed the results to that of “authentic collaboration.”

This quality is a dynamic quality for leaders, hired and appointed, to have or learn in their role in this partnership. The collaborative success of the administration of this partnership may be a function of the traits of the leaders in the agencies. If the factor of work experience background cannot be permanently mitigated, perhaps leadership qualities can be.

Such mitigation and strategy may be of particular interest to government agencies who are required to collaborate. The Local Departments of Social Services are such a bureaucratic agency. The Virginia General Assembly legislated organization of social services throughout two levels of government: state and local governments. Partnership between levels of government provides the context for leaders within the bureaucracy of Virginia social services. The Virginia League of Social Services Executives (VLSSE) is a deliberately formed group of public administrative leaders from throughout the Commonwealth of Virginia Local Departments of Social Services. The interacting group is a collection of leaders who elect



higher, or secondary, level leaders to steer and guide the group toward accomplishment of work. Leaders are established by legal statute, or codified, to partner with one another to perform tasks in daily work and strive to achieve the mission of the work. Does this group of public administrative practitioners have a high level of collaborative success? How does their leadership impact their level of collaboration? These questions for this group, like much of public administration, are currently unanswered.

#### Rationale for the Study of the Problem

The Virginia Department of Social Services (VDSS) is an administrative agency within the state level of government. 120 Local Departments of Social Services (LDSS') comprise the local government level of the bureaucracy. The government agencies are organized in a relationship of supervision and administration; Virginia operates with a state supervised – locally administered social services government. Operation and practice of social services programs in Virginia is codified to occur through a bureaucratic partnership. The two agencies are mandated to work together to perform and serve the residents of the Commonwealth. The VLSSE is the professional group of LDSS executives collectively organized to partner as one group with the VDSS. The group was created to foster collaboration with the state agency (VDSS) and ancillary groups. The degree of success of the partnership, the level of collaboration between the two governments, has changed over the course of the partnership.



As in the LDSS', there are multiple processes through which a leader may attain status in governmental agencies, which may impact the ability to successfully lead the organization. Leadership of the governmental agencies is compounded by the method through which the organizational leaders achieve their status. The leaders may be hired through a competitive hiring process or they may be appointed. Leaders may be careerists or political appointees. Their backgrounds may be immersed in the culture and mission of social services practice and administration or may be completely irrelevant to the practice of the programs. Resolving differences between leader origins may be complicated. Virginia's LDSS' have both types of government executives as delineated by James Q. Wilson in his 1989 assessment of bureaucracy. "Political executives are appointed by the president, governor or mayor in order to satisfy the elected official's political needs; career executives are appointed from within an agency (or brought in from a comparable agency elsewhere) because it is required by law or because there are no overriding political needs that must be served." The VLSSE leadership (i.e., President) is elected by the membership population. The dual methods of selection of leaders of social services in Virginia are not likely to change. However, understanding qualities of the candidates for leaders may provide more opportunity for improved partnership between leaders of the agencies.

#### Purpose of the Study and Research Questions

The Virginia Department of Social Services and the Local Departments of Social Services have to partner to conduct business. Required (legislative) partnership is the context of



the interaction between the agencies. Coordinating and integrating efforts of 120 Local Departments of Social Services into one cohesive partnership with the Virginia Department of Social Services through the VLSSE is paramount toward achieving success. Determining key factors for successful collaboration between the partners is critical to performance, both budgetary and procedural. Understanding the current context and the qualities of leaders within the VLSSE may assist the administration of the programs and better enable the agencies in succession planning management.

The Virginia Department of Social Services is established by Code of Virginia § 63.2-200 that states “the Department of Social Services is hereby created in the executive branch responsible to the Governor. The Department shall be under the supervision and management of the Commissioner of Social Services.” §63.2-201 provides the designation of the leader of the agency: The Commissioner of Social Services, shall be appointed by the Governor, subject to confirmation by the General Assembly, if in session when the appointment is made, and if not in session, then at its next succeeding session.” “The Commissioner shall establish in the Department such divisions and regional offices as may be necessary.” (§63.2-209)

The General Assembly created the establishment of Local Boards by Local Governments in §63.2-300: “There shall be a local board in each county and city of the Commonwealth. However, any combination of counties and cities may establish one local board for those jurisdictions as hereinafter provided in this article.” §63.2-324 designates the Local Department



of Social Services: “There shall be a local department of social services for each county or city under the supervision and management of a local director. However, two or more counties, cities, or any combination thereof, whether having separate local boards or a district board, may unite to establish a local department of social services and appoint a local director of social services to administer this title in such counties and cities, in which case such local director shall be the local director for each such county and city and the expenses incident to such local department shall be divided in such manner as the respective governing bodies provide by agreement.” “The local director shall act as an agent for the Commissioner in implementing the provisions of federal and state law and regulation,” (§63.2-333) and “...shall be the administrator for the local department and shall serve as secretary to the local board. Under the supervision of the local board, unless otherwise specifically stated, and in cooperation with other public and private agencies, the local director, in addition to the function, powers and duties conferred and imposed by other provisions of law, shall have the powers and perform the duties contained in this title. (§63.2-332).

The Virginia League of Social Services Executives was organized in 1948 (originally known as the Virginia League of Local Public Welfare Executives), and incorporated in November 1979. The VLSSE was designated a tax exempt nonprofit organization in 501(c) 4 status in February 1980. Bylaws for the organization were developed and amended in 1992, 2003, 2007, 2008 and, most recently, in May 2013. Policies and procedures were developed and amended in 2011 and in April 2013. Article II of the Bylaws defines the “object of the League



shall be to foster collegial relationships among its members and collaboration among agencies and governments in the formation, implementation, and advocacy of legislation and policies which promote the public welfare.” (VLSSE Bylaws, 2013). VLSSE facilitates informational events for its membership, conducts advocacy measures in regards to policies and legislation, provides professional development opportunities for its members, and establishes and maintains cooperative agreements and arrangements with agencies with common goals. The role of this study is to assess the impact of leadership on collaboration by the VLSSE group.

Leadership is understood in this research as a function of a contingency. F. E. Fiedler’s seminal work, *A Theory of Leadership Effectiveness* (1967), details the leadership contingency model: the characteristics of a leader associate with the context of the situation. There is a dynamic relationship between traits of a leader and the success of the organization’s performance in varying contexts. There is a match between the leader and the situation that leads toward agency success. Fiedler measures the traits of a leader through the Least Preferred Co-Worker (LPC) scale. Three major components are assessed in the Likert-type scale: leader-member relations, task structure, and leader position power. A high score of the three components indicates a good match between the context of the situation and the leadership qualities of the individual.

What type of leader is well-matched with a regulated partnership and within a group chartered to collaborate? Trust and relationship development is critical to successful leadership



within a collaborative effort between public agencies. (Morse, 2010). (Getha-Taylor, 2008). (Morse, 2008). (Williams, 2002). These skills are aspects of a leadership style. Luke (1998) details that “we live in a world of complex interconnections in which take-charge leaders are less successful than individuals and groups who provide the spark or catalyst that truly make a difference.” This catalytic type of leader is also known as a “boundary spanner” who “engages in networking tasks and employs methods of coordination and task integration across organizational boundaries.” (Alter & Hage, 1993, p.43). Boundary spanners are critical organizational players in interagency partnerships; often success of the collaboration is considered dependent on the quality of the boundary crosser. (Williams, 2002).

The research questions are based on wanting to explore my commonsense link between leadership and collaboration. The hypotheses to support each research question are based upon the review of relevant literature to leadership orientation, leadership style, and collaborative governance.

RQ1: Are Leadership Orientation and Collaboration associated?

H1A: Relationship-oriented Leadership Orientation is positively associated with  
Perception of Collaboration.

H1B: Satisfaction of Leadership moderates the association of Leadership Orientation  
with Perception of Collaboration



H1C: Satisfaction of Performance moderates the association of Leadership Orientation with Perception of Collaboration.

RQ2: Are Leadership Styles and Collaboration associated?

H2A: Trust-building Leadership Style is positively associated with Perception of Collaboration

H2B: Satisfaction of Leadership moderates the association of Leadership Style with Perception of Collaboration.

H2C: Satisfaction of Performance moderates the association of Leadership Style with Perception of Collaboration.

#### Definitions, Assumptions, and Limitations of the Study

Partnership and collaboration are related but not synonymous in this study, as supported by research. (Horwath & Morrison, 2007). (Morrison, 1996). This study examines collaboration between leaders who are partners. Merriam-Webster defines partnership as “the state of being a partner: participation.” (Merriam-webster.com). Partner is defined as “one associated with another especially in action.” (Merriam-webster.com). The Code of Virginia legislates a partnership between the Virginia Department of Social Services and the Local Departments of Social Services by mandating cooperation between the leaders of the agencies in



§63.2-204: “The Commissioner shall assist and cooperate with local authorities in the administration of this title. He shall encourage and direct the training of all personnel of local boards and local departments in the administration of any program within the purview of this title or Chapter 11 (§16.1-266) of Title 16.1. The Commissioner shall collect and publish statistics and such other data as may be deemed of value in assisting the public authorities and other social agencies of the Commonwealth in improving the care of these persons and in correcting conditions that contribute to dependency and delinquency. The Commissioner shall also, in his discretion, initiate and conduct conferences designed to accomplish such ends and further coordination of effort in this field.”

Collaboration is a form of networked relationships between two or more entities, often governmental administrative agencies. (Morse, 2010). (Weiss, Anderson, & Lasker, 2002). Collaborative public management or governance has continuously gained in bureaucratic popularity, and is now a common practice. (Ansell & Gash, 2007). (McGuire, 2006) (O’Leary, Gerard, & Bingham, 2006). (Kettl, 2006). Ansell and Gash (2007) define collaborative governance as “a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus oriented and deliberative and that aims to make or implement public policy or manage programs or assets.”



Contemporary literature suggests a series of graduating and developing levels of the maturity of collaboration between agencies:

Communication → Co-operation → Co-ordination → Coalition → Integration.  
(Horwath & Morrison, 2007, p. 56).

Organizations can be placed along the spectrum by considering four dimensions their interaction and partnership, including formalization, intensity, reciprocity, and standardization of activities and processes. Partnerships that function with a low level of collaboration operate through means of basic communication with limited formal agreements, a lack of mutual understanding of mission or work, a focus on the self and a lack of commitment toward joint accountability. High level collaborative partnerships have well-integrated relationships with formal relationships, clear and holistic values and missions and partnership accountability. (Horwath & Morrison, 2007, 56). In this model, integration is the epitome of high-level collaboration between partners. (Morse, 2010).

Leadership is the ability of an individual to guide others to participate in a collective action. (Howell & Costley, 2006). There are a set of innate and stable behaviors displayed by a leader to manage followers. (Kark, Waismel-Manor, & Shamir, 2012). (Eagly & Johannesen-Schmidt, 2001). This study refers to this as leadership orientation. Leadership orientation does not evolve or change. However, leaders may utilize various behaviors within different contexts to successfully manage the group. These behaviors are collectively referred to as leadership



style in this study. Kouzes and Posner (2002) offered that “effective leadership is not an inborn skill available to a select few. Rather it is a set of observable behaviors that, with deliberate practice, can help everyone be more effective and make more of a positive difference in the workplace, in the community, in the world”. Further, effective leadership is situational to the context of the behaviors, and may be interdependent upon the follower characteristics.

### Methodology

This study seeks to contribute information to the consideration of the impact of leadership style upon inter-governmental collaboration. There is a substantial body of literature and research surrounding collaboration between partners, and there is a growing empirical interest in the role of individual leaders as vehicles or motivators for successful collaboration. Contribution to contemporary research upon characteristics of leaders sparking successful collaboration between partners in public administration is needed.

The study was a non-experimental, quantitative design utilizing survey research. The sample consisted of identified leaders in all 120 Local Departments of Social Services who had active membership in VLSSE. Each member had the opportunity to participate in the survey. The number of participants was 141, as some LDSS have more than one representative in the VLSSE membership population.

The survey instrument was an integrated assessment tool which utilized questions from multiple established instruments. The questions used from each instrument assess the leadership



orientation and leadership style (of trust-building), as well as the context of the situation (the partnership).

1. Least Preferred Co-worker (LPC) Scale – Fiedler developed this instrument with 18 pairs of bipolar adjectives assessed on a Likert-type scale to determine a person's leadership orientation. The scale evaluates a leader's motivation to form relationships, and orientation toward trust in relationships with colleagues.
2. Leadership Practices Inventory (LPI) Self – Kouzes and Posner (2002) developed this self-perception, 30 item scale that assesses the perception of frequency of particular leadership behaviors. Statements from one of the five practice domains are utilized for this purpose of this study.
3. Collaboration Audit - The researcher utilized a tool developed by Kouzes and Posner (2002) to assess frequency of collaborative behaviors by a group. The audit aligns with the framework of collaboration offered by Horwath and Morrison to assess the perceived level of collaboration between the agencies.

The data analysis involved descriptive statistics (measures of central tendency: mean, median, mode, range) and inferential statistics.

#### Organization of the Study

This dissertation is represented in five distinct chapters. Chapter 1 is the Introduction, which is comprised of the statement of the problem, the rationale for the study, the purpose of the study and research questions, the definitions, assumptions and limitations of the study, the



research methodology, the organization of the study and a summary. Chapter 2 is a literature review of seminal and contemporary research on leadership and collaboration, including literature on Fiedler's Contingency Model and the Least Preferred Co-worker scale, on the Leadership Personality Inventory, on the framework of collaboration, and summary of the literature. Chapter 3 details the research design and methodology, including an introduction, the research design, the sample population, the instruments, the data collection procedures, the data analysis, assessment of limitations, and a summary of the methodology. Chapter 4 provides the analysis of the data, results and findings, including an introduction, descriptive statistics and inferential statistics, results of each of the research questions, and a summary of the results and findings. Chapter 5 represents the conclusion of the dissertation and recommendations for future research. Chapter 5 is comprised of an introduction and summary of the study, an assessment of relevancy of literature and the research conducted, implications for additional research, implications for practice and a conclusion about the study.

### Summary

Collaboration, as a common tool in the era of "new governance," is understandably both intriguing and challenging to comprehend. The nature of collaboration is the interaction of multiple actors for a blended or co-joined purpose that cannot be achieved alone or from one event or action. Realizing the key to successful collaboration is complex and requires analysis of many separate factors. Broad study into successful collaboration has consistently identified the role of the leader in the group as paramount to the success of the group performance. Research



has pointed to particular practices and behaviors of the leaders who are capable of spanning the boundaries required of successful collaboration by establishing trust between members of the group. The theoretical underpinning of this study, Fiedler's Theory of Leadership Effectiveness, provides a contingency model of navigating leadership orientation and situational context of administration. This study examined the association of leadership orientation and practices to the context of collaborative governance in a contemporary interacting group of leaders within the human services field. The group studied was comprised of Local Departments of Social Services' Directors and Assistant Directors, and was chartered to enhance collaborative practices through network management across boundaries of government and ancillary groups.

This study was designed with the intent to provide public administrators with contemporary research about successfully enhancing the ability to successfully collaborate in today's bureaucratic environment. If the role of collaboration in new governance is not diminishing, then public officials and leaders could be better informed about how to place better suited leaders in the role of network management based on assessment of leadership style and practices. Public administration practitioners could use the results of the study to better assess and match the orientation of leaders (task or relationship-building) with the nature of the management tasks (hierarchical or collaborative). Further, this study may assist in succession planning management of leaders in the human services field, as higher officials may be able to plan role succession for their agencies with the understanding that staff with particular leadership



orientation who display specific leadership practices may more successfully span boundaries and improve collaborative performance.



## **CHAPTER 2 – REVIEW OF THE LITERATURE**

*“...different group situations require different leadership styles.”*

- Fred Fiedler, 1967

### **Introduction**

This study on association of leadership behaviors upon collaboration between government agencies is presented in five chapters. Chapter 1 introduced the topic, and included the statement of the problem, the rationale for the study, the purpose of the study and research questions, the definitions, assumptions and limitations of the study, the research methodology, the organization of the study and a summary. Chapter 2 will provide a review of relevant literature and the instruments used to measure leadership and collaboration in prior research. Chapter 3 will delineate the research design and methodology. Chapter 4 will present the analysis of the data, and the results and findings. Chapter 5 represents the conclusion of the dissertation and recommendations for future research.

This chapter opens with the theory that frames the research. The literature review will focus on the role of collaboration and then on leadership in public administration. The rationale for studying the identified population will be provided as well as review of the instruments used in the survey tool created for this study. The chapter will close with an assessment in literature of the importance of leadership in collaborative governance.



## Theoretical Context

Fiedler (1967) proposed a theory of leadership effectiveness framed on the effect of a leader's personality attributes upon group success. The Contingency Theory of Leadership Effectiveness "...provides a conceptual framework and a preliminary set of guidelines for determining how to match the leadership situation and the man." (Fiedler, 1967, 248.) The situational marriage of the leader's style and behaviors with the group environment is paramount to the success of the task. "A "good" system of classification would then be based on the crucial factors which determine whether a given situation is favorable or unfavorable for the leader."

Fiedler (1967, p. 247) describes leadership:

One style of leadership is not in itself better than the other or is one type of leadership behavior appropriate for all conditions. Hence almost everyone should be able to succeed as a leader in some situations and almost everyone is likely to fail in others. If we want to improve organizational performance we must deal not only with the leader's style but also with the factors in the situation which provide him with influence.

The success of task accomplishment by a group is based on the interaction between the leader and the group members. A leader well-matched with the situation will yield more successful task accomplishment. Conversely, if the characteristics of the situation do not match or integrate well with the style of the leader, the goals of the group will not be met easily or at all.



The interdependent factors in Fiedler's leadership theory are the situational components and the leadership predisposition. A group must be formed in order for there to exist a leader. The two entities are intrinsically linked by how they are established. As the existence of the two is coupled, so is the success of each. The performance of the leader impacts the performance of the group; the performance of the group impacts the performance of the leader.

Fiedler (1967, p.247) stated that "leadership effectiveness depends upon the appropriate matching of the individual's leadership style of interacting and the influence which the group situation provides." Fiedler developed an inventory that is used to measure the leader's emotional reaction to a group member thwarting the accomplishment of the group's mission and tasks. (Howell & Costley, 2006).

There are three situational components, according to Fiedler, which impact leader influence upon a group: the leader's personal relations with group members (leadership orientation); the legitimacy of power of the leader's role within the group; and the degree of structure of the task for the group.

Leadership orientation falls into three categories – the task motivated leader, the relationship oriented leader and the socioindependent leader. The task motivated leader has a high threshold for task accomplishment, recognition and reward. A relationship oriented leader is more tolerant of a high-needs or challenging group member, and the leader is more motivated to form motivating relationships with the members. Socioindependent leaders are both task and



relationship oriented, and fall between the ranges of behaviors displayed by task or relationship motivated leaders. (Fiedler, F., 1967).

Fiedler posits that leadership is predisposed, and therefore the style is consistent and cannot be changed. (Howell & Costley, 2006). According to Fiedler (1967, p.262), "...the relationship between the leader and his members is in part a function of the leader's own personality and interpersonal behavior. We need to learn what determines a good or a poor leader-member relationship, and to what extent this is a product of the leader's personality and behavior, on the one hand, and a product of the situational context, on the other." Contemporary research supports contingency models of leadership effectiveness. Further, literature articulates that successful interaction between group members can be dependent on the conditions in which the group begins work. (Ansell & Gash., 2008).

The second situational component in Fiedler's theory is the group. There are three types of groups identified by Fiedler, which are relevant to this study: interacting groups, coacting groups, and counteracting groups. A group is defined as a set of individuals who...have proximity, similarity, and share a "common fate" on task-relevant events. The specific concern with groups of interdependent members is with the ability of the group to collectively achieve a common goal. (Fiedler, F., 1967).

Group types are determined by assessing them on three criteria: position power, task structure and the personal relationship between the leader and the group members. In interacting



groups, the position power is “the degree to which the position itself enables the leader to get his group members to comply with and accept his direction and leadership.” (p. 22) Position power affects the role relationship between the leader and members. Fiedler (1967, p. 25) stated that “the leader who has rank and power can get his group members to perform their tasks more readily than would a leader who has little power.”

Interacting groups “require close coordination of several team members in the performance of the primary task.” (Fiedler, 1967, p. 18). Fiedler (1967, p. 19) described the role of the leader in this type of group as the one who is responsible for

coordinating the various task functions or the group’s activities so that the work flows smoothly and without interruption, or so that men working together can do so harmoniously and without getting into each other’s way. The leader’s job is one of directing, channeling, guiding, refereeing, timing, and coordinating the group members’ work...The hallmark of the interacting group is the interdependence of group members....Each man must do his part if the team is to be successful, and the group is generally rewarded as a group or else the leader alone is rewarded.

Coacting groups are structured differently. “Each group member is on his own, and his performance depends on his own ability, skill, and motivation. His reward, not infrequently, is computed on a piecework basis in a production job or on a commission basis in sale work. The group product is typically the sum of the individual performance scores.” (Fielder, 1967, p. 19).



Effectiveness of group performance is sum of individual performances; individual performances are not dependent upon one another which may lead to rivalry and competition. A leader's function: develop individual member motivation and training to facilitate the individual member to fulfill their potential; suppress rivalries if they are not conducive toward achieving a higher level of collective performances

Fiedler's (1967, p.20) counteracting groups include "...individuals who are working together for the purpose of negotiating and reconciling conflicting opinions and purposes. These groups are typically engaged in negotiation and bargaining processes, with some members representing one point of view and others an opposing or, at least, divergent point of view. Each individual member, to a greater or lesser extent, works toward achieving his own or his party's ends at the expense of the other." A leader's function is to act as moderator or negotiator; "maintain the group, facilitate communication and mutual understanding, and to establish a climate conducive to the development of creative solutions to the conflict, namely, to influence the group toward effective performance." (Fiedler, 1967, p. 21).

The third aspect to the situational leadership theory is the task. A leader's effectiveness is based on the group's performance on the group's primary assigned task, even though the group's output is not entirely the function of the leader's skill. Task structure is the backbone of the group; a group forms in order to accomplish a task. Fiedler (1967, p.26) emphasizes the importance of a task as the "one important element in the situation which faces the leader...the



task constitutes in almost all cases the reason for establishing a task group in the first place, and the group's existence depends, therefore, on the satisfactory performance of the task." The task represents an order from the larger (hierarchical) organization; the leader is responsible for carrying out the order successfully. Fiedler (1967) stated that "the nature of the task determines leader influence to a considerable extent," (p. 27) and that "the structured task is enforceable while the unstructured, ambiguous task is difficult or impossible to enforce." (p. 28).

Scholars across industry have utilized Fiedler's theory of matching leadership orientation and the situation of the task is key to successful performance of groups as a basis for understanding practice. Leaders of public administration need to be well suited to fit the context of modern government which requires leadership of collaboration. As collaborative governance becomes the norm in modern bureaucracy, public administration leaders must adequately both plan succession management or prepare for political appointment of candidates to align leadership styles of with the expectation of collaboration as normal governance practice. (O'Leary, Gerard, & Bingham, 2006). (McGuire, 2006). (Morse, 2010) (Follett, 1918).

Fiedler's Contingency Theory of Leadership Effectiveness is a well-established resource for study of leaders and public administration to impact leadership effectiveness. A quick search on Google Scholar reveals that Fiedler's 1967 seminal book on the topic, A Theory of Leadership Effectiveness, has been cited by 5,169 authors across books, articles, case law and presentation materials. The areas of evaluation utilizing Fiedler's contingency theory as a



resource span multiple related and continuous dimensions of leadership within public administration across all decades of the latter twentieth century and into the twenty-first century. Scholars, researchers and practitioners from the fields of psychology, public administration and organizational development have all utilized Fiedler's theory and leadership assessment design in their work.

Robert J. House (1971) utilized Fiedler's research in 1967 as a building block toward developing a path goal theory of leadership effectiveness. House outlined multiple hypotheses within his consideration of situational components of effectiveness of leader behaviors as a function of a path-goal theory of motivation. He specifically used Fiedler's research to support the hypothesis surrounding task-oriented leadership behaviors as associated with challenging situational contexts. While the results of the study articulated in the 1971 article were mixed, House did accomplish broadening the scope of theories of leadership, in part by building from Fiedler's research. House continued to expand on the path-goal theory in work with other researchers, as in the 1974 article co-written with Mitchell in the *Journal of Contemporary Business*. Path-goal theory of leadership has continued to be utilized by both researchers and practitioners throughout the last four decades. (Howell & Costley, 2006).

Conger and Kanungo (1987) proposed a theory of a specific leadership style using Fiedler's contingency theory as the theoretical underpinning to their examination of charismatic leadership style. The researchers examined charismatic leadership within the context of an organizational setting. The attribute of charisma is considered a leadership behavior; Conger and



Kanungo (1987) examine the attribute in the same manner as Fiedler examined behaviors of leaders. Two hypotheses were developed in regards to the context of charismatic leadership. The authors provided implications for their theory, including that matching leadership style and organizational development may be a preferred state for public administration. This is similar to Fiedler's precipice that the match of leadership orientation and organizational context is critical to leadership, and ultimately group, effectiveness.

Eagly and Johnson (1990) conducted a meta-analysis of the role of gender upon leadership style. The study used the frame of Fiedler's leadership orientation in the design of their evaluation. The authors recognized that the bi-polar leadership orientations of task-oriented and relationship-oriented as outlined by Fiedler were commonly accepted in the research community. As such, the constructed variables for the meta-analysis included gender-role requirements of task-oriented ability and relationship-oriented orientation. Ultimately, Eagly and Johnson (1990) compared 29 studies referencing Fiedler's assessment tool of leadership orientation, the Least Preferred Coworker (LPC) scale. The researchers found that leadership style is associated with gender role, but is modified by the perception of whether the position of management was largely thought to be a masculine position or a feminine position. These findings continued to support the situational contingency component to Fiedler's theory of leadership effectiveness, especially related to the leader's positional and accepted level of authority over a group.



Fiedler's theory has also been cited in contemporary texts regarding public administration and management. Rainey (2003) used the theory in "Understanding and Managing Public Organizations" as an example of a comprehensive theory of contextual leadership success. The text outlines the frame of Fiedler's theory, and describes the rationale of the LPC design. Fiedler's position that organizational development is best managed by matching leaders to the setting of the organization is highlighted. Rainey takes the stance that greatest success of Fiedler's theory was not the actual application of the theory to practice but that it instead has acted as a developmental position for progressive academic leadership theories.

Howell and Costley (2006) also highlighted Fiedler's impact on understanding leadership effectiveness in business, organizations and society. Their text is used in graduate level classes in business schools across the United States (including Virginia Commonwealth University). Fiedler's Contingency Theory of Leadership is emphasized as a basic leadership concept in the text, and the LPC is described. Further, Howell and Costley also underscore the path-goal theory of leadership as developed by Robert House. House used Fiedler's theory of leadership effectiveness as one of the building blocks for his theory. (1971).

To that end, the National Academy of Public Administration issued a series of essays on the qualities and skills of an effective government leader in the 21<sup>st</sup> century. Subsequently, the National Academy of Public Administration partnered with Human Capital Solutions to facilitate a symposium in 2005 to address particular behaviors, skills and competencies and criteria expert academics and practitioners identified as key to effective public administration leadership.



Network management was a critical competency recognized and discussed by expert panel members. “We need to develop a cadre of leaders that can operate across department missions and that gray stage others have called networking. Governing, leading and managing by network are a dimension that has emerged in DoD (the Department of Defense) in the last few years as its organizations need to work together.” ([www.napawash.org/wp-content/uploads/2006/06-01.pdf](http://www.napawash.org/wp-content/uploads/2006/06-01.pdf), 2006).

Application of Fiedler’s theory in this study requires comprehension both of collaboration and of the leader. Collaboration is the frame of the contextual governance paradigm in which leadership orientation is evaluated by this study. This study examines leadership effectiveness in the context of interacting groups. The next two sections of this chapter will review collaboration in public administration, as well as leadership. The population studied will be discussed, and the relevancy of the sample to leadership in collaborative governance. A review of survey instruments used to assess leadership in collaborative governance will be provided as well.

#### The role of collaboration in present-day government

Forty years ago, Rittel and Webber articulated one of the premises for the perpetual evolution of public administration in society. Rittel and Webber (1973) stated that “planning problems are inherently wicked. As distinguished from problems in the natural sciences, which are definable and separable and may have solutions that are findable, the problems of



governmental planning – and especially those of social or policy planning – are ill-defined; and they rely on elusive political judgment for resolution.” The elusiveness of resolving public problems has not changed in the last four decades. (Williams, 2002). Salamon (2002) contributed that

stimulated by popular frustrations with the cost and effectiveness of government programs and by a newfound faith in liberal economic theories, serious questions are being raised about the capabilities, and even the motivations of public-sector institutions....As a consequence, governments from the United States and Canada to Malaysia and New Zealand are being challenged to be reinvented, downsized, privatized, devolved, deregulated, delayed, subjected to performance tests and contracted out.

Indirect government, or set of tools used by bureaucrats in management of public administration, is one of the emerging robust techniques used by agencies in the delicate art of contemporary governance. These indirect methods of public administration are known as “an elaborate system of third-party government in which crucial elements of public authority are shared with a host of nongovernmental or other-governmental actors, frequently in complex collaborative systems that sometimes defy comprehension, let alone effective management and control.” (Salamon, 2002). New skills and methods of public governance are topics of national symposiums paneled by leaders in public administration; a key theme of the 2005 National Academy of Public Administration was identified as the need for leaders of today and tomorrow



to develop and master new competencies, including “managing a multi-sector workforce, network management skills, globalization, and a high tolerance for ambiguity.”

Leadership qualities are not evolving, rather the context the leaders are placed within government is changing. (Kouzes & Posner, 2002). Government managers are expected to collaborate more frequently with one another and with stakeholders; this is now assumed to be a part of normal public administration practice. Collaboration is perceived as a critical method in resolving the “wicked” problems that have plagued governance. (Salamon, 2002.) (Getha-Taylor, 2008). (Morse, 2007). (Horwath & Morrison, 2007). There is a call from public administration to yield more leaders in collaborative governance to resolve the complicated and enduring problems of practice through successful network management. This type of leader is specifically sought to act as a catalyst to affect change and propel forward momentum. (Morse, 2010). (Luke, 1998). Poxton (1999, p. 3) states “a new policy environment and new organizational arrangements should make co-operation and collaboration easier than it has been in the past. But real success will depend as much on the determination and creativity of practitioners and managers as it will on Government edict and structural change.”

What does it mean for public administrators to use collaboration as a tool for achieving tasks? What is collaboration? What does collaboration look like in day to day government activities? Is collaboration just working or partnering with another organization or group? Or is there something more to it in order to get to the place of actual collaborative governance?



## Collaborative Governance

### *Collaboration*

First, comprehending collaboration is a prerequisite to understanding collaborative governance. Partnership and collaboration within and between governmental agencies is an increasing occurrence throughout the country. Collaboration is a partnership between groups. Partnership is a form of the relationship between two organizations. The partnership exists and migrates along the spectrum of formality of arrangements, “from the voluntary to the statutory.” (Morrison, T., 1996). The collaborations may be developed out of organizational structure or from political mandates. (Horwath & Morrison, 2007). Collaborations produced from codified or legislated partnerships must overcome a series of hurdles to successfully function and achieve the purpose of the organizational relationship.

Collaboration is a form of networked relationships between two or more entities, often governmental administrative agencies. Different perspectives are united to form mutual comprehension of a greater or singular goal of collaborative action. The study of collaboration within bureaucracy is not new (Mary Parker Follett examined integration as a social process as a “collective idea” in the 1910’s and 1920’s. (Morse, 2010).) However, the expectation for routine governance to be based upon collaborative partnerships is emerging as a pre-requisite method of leadership and not just an alternative or occasional isolated activity. As agencies are expected to collaborate, then they are expected to do so successfully. This implicates a performance evaluation method needed to determine collaborative performance.



As such, contemporary literature suggests a series of developmental levels of successful collaboration between agencies:

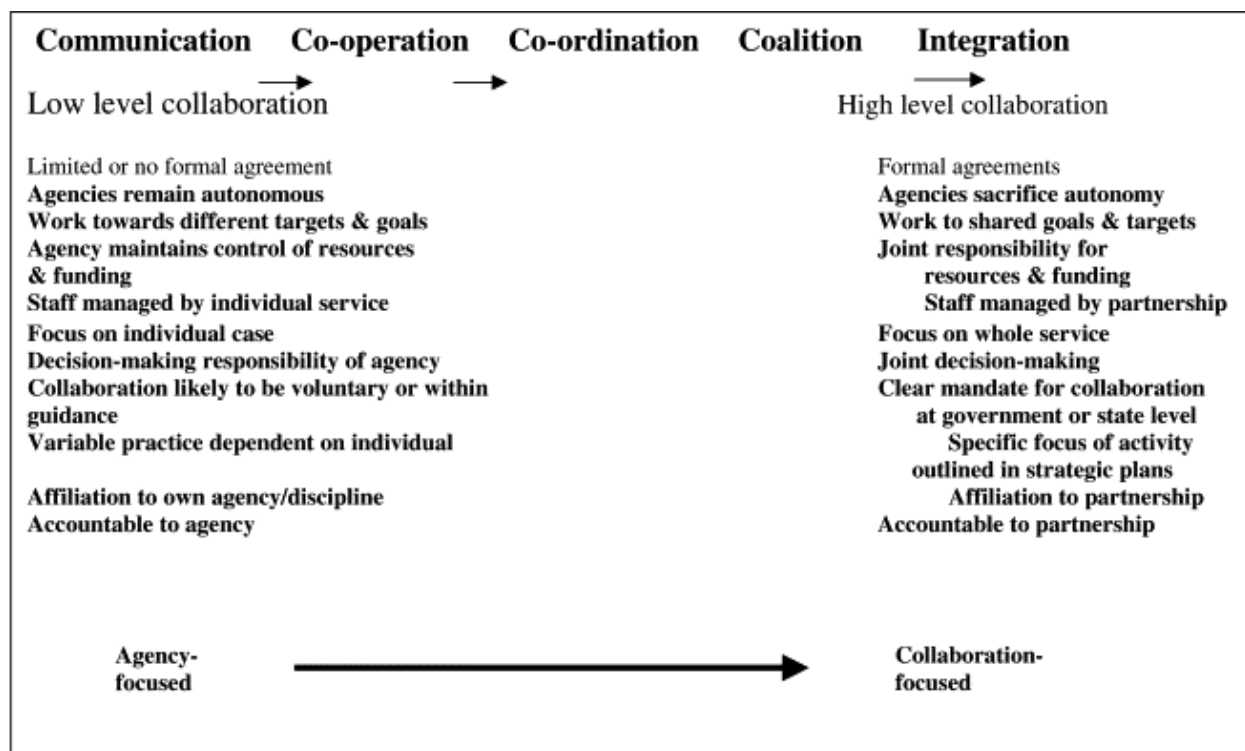
1. “Communication – individuals from different disciplines talking together;
2. Co-operation – low key joint working on a case-by-case basis;
3. Co-ordination – more formalized joint working, but no sanctions for non-compliance;
4. Coalition – joint structures sacrificing some autonomy; and
5. Integration – organizations merge to create new joint identity.” (Horwath & Morrison, 2007, p. 56). (Figure 2.1. Collaboration Framework)

Organizations can be assessed across four dimensions to determine where the group is performing along the collaboration spectrum. These dimensions include formalization, intensity, reciprocity, and standardization. The levels and dimensions of collaborations may be considered together when examining a collaborative partnership. Partnerships that function with a low level of collaboration operate through means of basic communication with limited formal agreements, a lack of mutual understanding of mission or work, a focus on the self and a lack of commitment toward joint accountability. High level collaborative partnerships have well-integrated relationships with formal relationships, clear and holistic values and missions and partnership accountability. (Horwath & Morrison, 2007, 56). Integration is seen as the ideal of the collaborative process. Subsequently, successful leadership for collaborative endeavors may be



also called integrative public leadership, in which leaders exemplify boundary-spanning and relationship building capabilities across organizations and throughout groups. (Morse, 2010). (Perrone, Zaheer & McEvily, 2003).

Figure 2.1. Collaboration Framework



Note: Figure 2.1. Diagram of collaboration framework that provides the spectrum of five developmental levels of collaboration and dimensions of analysis to determine level of collaboration. Adapted from Horwath, J., & Morrison, T. (2007). Collaboration, integration and change in children's services: Critical issues and key ingredients. *Child Abuse & Neglect*, 31(1), 55-69.



### *What is collaborative governance?*

If collaboration is now expected in regular public administration, what does the governance of collaboration in administrative agencies look like? Not surprisingly, the study of the role of collaboration within bureaucracy demonstrates both longevity and a point of intrigue for both public administration practitioners and scholars.

However, emphasis of collaborative governance as a primary tool of modern-day administrative agencies is growing. “The ever-increasing turbulence in the marketplace demands even more collaboration, not less.” (Kouzes & Posner, 2002, p. 224). Salamon (2002) details the shift in public administration from traditional methods of hierarchical, direct management techniques to a framework of indirect application of a host of tools called “new governance.” “New governance” is defined by two distinct features according to Salamon: governance is “an emphasis on what is perhaps the central reality of public problem solving for the foreseeable future – namely, its collaborative nature, its reliance on a wide array of third parties in addition to government to address public problems and pursue public purposes...the second feature...is a recognition that these collaborative approaches, while hardly novel, must now be approached by a new, more coherent way, one that more explicitly acknowledges the significant challenges that they pose as well as the important opportunities they create.” (p.8) Kettl (1996) posits that the one of the most important shifts in bureaucracy over the last century is the emphasis on interagency dependency which in turn has reorganized the role of the public manager to one of networking and spanning bridges of difference between organizations and through groups.



Stoker (1998, p.17) reported that “the essence of governance is its focus on governing mechanisms which do not rest on recourse to the authority and sanctions of government. ‘The governance concept points to the creation of a structure or an order which cannot be externally imposed but is the result of the interaction of a multiplicity of governing and each other’s influencing actors.’” The complexity of today’s public administrative agencies requires non-traditional hierarchical strategies, including the ability to work in partnerships and collaborations. (McGuire, 2006).

O’Leary, Gerard and Bingham (2006) define collaborative governance as “a concept that describes the process of facilitating and operating in multiorganizational arrangements to solve problems that cannot be solved or easily solved by single organizations. Collaborative means to co-labor, to cooperate to achieve common goals, working across boundaries in multisector relationships. Cooperation is based on the value of reciprocity.” Examination of “collaborative governance” is a growing topic within public administration. (Morse, 2010). Stoker (1998, p. 22) stated that “governance as an interactive process involves various forms of partnership.” Governance involves multiple organizations that are interconnected to conduct business, and the level of performance success of a partnership is determined by the governance of the collaboration. (Lasker, Weiss, & Miller, 2001). (Agranoff & McGuire, 2003). Collaborative governance is the administration of integration of roles and organizations for a common purpose for the public. New Public Management (a trend in public administration) is centered upon collaboration, with an increased focus on the networks and partnerships through which



collaborative efforts arise. There is a shift in “paradigms” from a strictly hierarchical to more of a reliance on networking and collaboration across multiple agencies and organizations. Different perspectives are united to form mutual comprehension of a greater or singular goal of collaborative action. (Morse, 2007). (Kettl, 2005).

Just as collaboration in government can be successful, so can it fail. Governmental collaborations can be beset by barriers. Often, the path to successful collaboration is riddled with the proverbial pot-holes, and the intended outcomes of the actual collaboration either underperform or are not realized. (Morrison, 1996). There are five main barriers, as described by Stevenson (1989):

1. Structures and systems – administrative agencies come into partnership with unique cultures, hierarchical organizations, and expectations of management and supervision; Huxham and Vangen (2005, p. 204) state that structure “determine(s) such key factors as who may have influence on shaping a partnership agenda, who may have power to act and what resources may be tapped;” the organizational structures may be rigid and unable to yield to an interactive process (Horwath & Morrison, 2007);
2. Communication – information sharing between agencies may be complicated and bound by varying standards and practice of confidentiality, which may foster an environment of mistrust and misunderstanding (Horwath & Morrison, 2007);



3. Status and perceived power – professional development, cultural context and bureaucratic hierarchy may be inherently different between agencies; power may be strongly associated with the structural arrangements of the organization;
4. Professional and organizational priorities – the purpose of the collaboration may be at odds with or have less importance to the mission of the partner agencies or conflict with the ideologies or values of those in the group (Horwath & Morrison, 2007); or
5. Perception of benefit to agencies – the collaboration may be motivated by various factors, which may support or hinder the outcome of the collaboration. Collaboration may not always be designed for the benefit of both or all agencies, and may take on the effect of domination or suppression. (Horwath & Morrison, 2007); There may be transactional costs associated with full integration of groups, against which the group members may fear or defend. (Kalu, K., 2012).

Horwath and Morrison (2007) describe a series of well-documented issues of government collaborations, including “lack of ownership amongst senior managers; inflexible organizational structures; conflicting professional ideologies; lack of budget control; communication problems; poor understanding of roles and responsibilities and mistrust amongst professionals.” Trust and relationship development are critical to successful leadership within a collaborative effort between public agencies. (Morse, 2010). (Williams, 2002). There is a need for public administration to overcome barriers for successful collaborative governance; this often falls to



the leaders of the groups that are brought together to mitigate government hierarchy or complex relationship structures.

### Leadership

Similarly to the intrigue around collaboration in public administration, there is considerable attention given to leaders and leadership within bureaucracy. Fiedler opens his book on leadership acknowledging the general fascination of leadership, and the quality of a leader is the source of interest by both theorists and practitioners. What does qualities make up a professional leader? Fiedler's (1967, p.8) leader is "...the individual in the group given the task of directing and coordinating task-relevant group activities or who, in the absence of a designated leader, carries the primary responsibility of performing these functions in the group." Accordingly, Fiedler delineates that a leader meets one of the following criteria:

- Is appointed as leader, supervisor, chairman, etc... by a representative of the larger organization of which the group is a part;
- Is elected by the group; or
- If there is neither an elected nor an appointed leader, or if such a leader is clearly only a figurehead, he is the individual who can be identified as most influential by task-relevant questions on a sociometric preference questionnaire.

However, leading a group is more than appropriating the top position. What are the components to leading a group of people? "Leadership is generally thought of as an



interpersonal situation in which one individual in the group wields influence over others for the purpose of performing an assigned task.” (Fiedler, F., 1964). Scholars distinguish between leadership orientation and leadership practices. Leadership style is defined by Fiedler as “the particular acts in which a leader engages in the course of directing and coordinating the work of his group members.” (1967, p. 36). Kouzes and Posner align their definition of leadership with Fiedler’s leadership behaviors: “Leadership is an identifiable set of skills and abilities that are available to all of us.” (2002, p. 23). Alternatively, leadership orientation is articulated by Fiedler as “the underlying need-structure of the individual which motivates his behavior in various leadership situations.” (1967, p. 36). These distinctions were used as the premise between leadership orientation (underlying need-structure) and leadership style (sets of behaviors or practices) through this study.

There is an underlying assumption in Fiedler’s leadership effectiveness theory that the “measure of personality or behavior which correlates with group performance provides one indication of the leader’s influence over group performance” (p. 237) Second level managers are removed from day to day operations of work group. Their relationship based-leadership style is more effective in group performance. Fiedler emphasizes the critical differentiation between leadership behavior and style as “important leadership behaviors of the same individual differ from situation to situation, while the need-structure which motivates those behaviors may be seen as constant.” (1967, p. 36). “The higher the manager climbs in the organizational hierarchy the less the technology and organizational controls influence his behavior and the more will job



objectives and interpersonal factors influence his effectiveness. The second-level management position may, therefore, require not only different skills and task-relevant knowledge but also relations with subordinates that differ from those required by first-level supervision...Since the leadership of the second-level manager has to be mediated by the first-level supervisor, it is of considerable theoretical interest as well as of practical consequence to determine the relative contribution of the second-level manager to the performance of the operating group.” (1967, p. 236)

Manager higher than first-level can exert control in two ways:

1. Select subordinates who will perform their leadership and supervisory functions in accordance with his/her implicit or explicit expectations, or
2. Influence by his/her own style of leadership the leadership style and administrative behavior of his/her subordinate supervisors.

So, we are aware of leadership behaviors. But, why are some leaders more successful than others? What makes a great leader? David Walker, Comptroller General of the United States, described great leaders as “individuals who help to create the future and strive for continuous improvement, with and through others while also discharging their stewardship responsibilities.” (National Academy of Public Administration, 2005). Leaders enable others to act by fostering collective group action, integrated toward a common good. (Kouzes & Posner, 2002). (Follett, 1918). McLarney and Rhyno (1999) studied Mary Parker Follett’s work on



leaders and group management with a lens of leadership and strategic management. Follett believed that “leadership involved understanding the whole group and each individual member. She felt that the leader must be able to see the potentialities of each group member, must be able to coax them out, and then integrate each member’s capabilities to create a coherent whole. The leader must unite the group and bring out their common purpose. They must then guide the group to that common goal. At the same time, the leader is also a group member, so they have a responsibility and obligation to group membership as well.” (McLarney & Rhyno, 1999, p. 294).

#### *Leading in a World of Collaboration Governance*

How does one achieve great leadership by collaborating? What behaviors does that professional need demonstrate or implement? We know that managing networks and partnerships between organizations is increasingly a skill demonstrated by successful government leaders. (National Academy of Public Administration, 2005). There is an increasing emphasis on the “merging of missions and more and more gray stage in what used to be black and white.” Mary Lacy, a National Academy of Public Symposium Panel Member (2005), stated that “it’s no longer win/lose. It’s work together, lead together to accomplish a greater good. I’ve seen organizations that have been at each other’s throats for decades that in the last couple of years that started to emerge as partners, strategic partners, as they align for more complex missions. We can’t go it alone anymore.”



Contemporary research is now breaking down the role of leaders in the success of collaboration so we can figure out how to replicate it, and perhaps train and plan for it. The ability of the leader of an interagency group impacts the performance of the group. (Horwath & Morrison, 2007). (Kouzes & Posner, 2002). Leaders must have two specific skills in order to support collaboration: ability to create a climate of trust, and the ability to facilitate relationships. Leaders in collaborative governance must be able to navigate across organizations and throughout levels of government; they must be able to overcome barriers and boundaries. These leaders are called boundary spanners. Boundary spanners serve as the catalyst for affecting change or collaboration within and across groups more successfully than autocratic or highly directive types of leaders. (Morse, 2010). These persons, sometimes recognized as “collaboration champions” or “boundary spanners” are “committed, energized individuals who have high levels of credibility, influence, charisma and integrity, acknowledged both internally and externally by other agencies. They possess high quality interpersonal and networking skills, which enable them to negotiate the interfaces, ambiguities, tensions and turf issues, which exist between and within agencies. They provide the confidence and reassurance that is required for the kinds of innovation and risk-taking without which collaboration may add little or no value.” (Horwath & Morrison, 2007) (McGuire, 2006) (Perrone, Zaheer, & McEvily, 2003).

Trust and relationship building, intertwined with a sense of entrepreneurship, are key themes within literature on these individual catalysts. (Morse, 2010.). (Perrone, Zaheer, & McEvily, 2003). Morse calls these the “sense of mutuality and connectedness,” and highlights the ability to



relate to others with compassion and understanding as a building block of collaboration (2007, p. 6). As the relationship is established, the leader consistently applies the practice of relationship-building. The cross-boundary efforts to maintain personal relationships are critical to collaboration. The leader operates to establish trust between organizations and to support relationships based on cooperation and mitigation of barriers; the leader must network across organizations for the common goal of the practice. (Williams, 2002). (Webb, 1991). (Morse, 2007).

Highly synergistic collaborations as having strong relationships amongst partners sustained by trust. Boundary-spanners are those leaders who can overcome differences between stakeholders and foster a collective sense of purpose while appreciating organizational differences and resources. (William, 2002). (Perrone, Zaheer, & McEvily, 2003). (Lasker, Weiss & Miller. 2001).

*Practices of a Boundary Spanner* (Horwath & Morrison, 2007). (Williams, 2002).

According to Kouzes and Posner (2002, p.25), “success in leading will be wholly dependent upon the capacity to build and sustain those human relationships that enable people to get extraordinary things done on a regular basis.” What do boundary spanners actually do? Boundary spanners must have experience and knowledge of the group and of the context in which the group operates (the internal and the external contexts). (Follett, 1930). The boundary-spanner leader must be able to integrate the purpose and interests of his/her own



organization and of other agencies into one common vision for the group. This includes spanning not always clearly defined or codified government boundaries, organizational boundaries, and public-private boundaries (McLarney & Rhyno, 1999, p. 295). (Perrone, Zaheer, and McEvily, 2003). (McGuire, 2006).

As relationships are bridged, successful leaders inspired trust and teamwork amongst the group members. They are reliable and act in accordance with social equity practices (just, fair and right) (Perrone, Zaheer, and McEvily, 2003, p., 423). (Kouzes & Posner, 2002). (Bosher, W., personal communication, Spring 2013). Kouzes and Posner (2002, p.18) reported that “when leadership is a relationship founded on trust and confidence, people take risks, make changes, keep organizations and movements alive.” Communication is key to establishing trust between leaders and followers. Subsequently trust is a factor of cooperation between partners. (Horwath & Morrison, 2007). (Das & Teng, 1998).

The leader is the “energizing force (in the) progressing enterprise.” (Follett, 1930, p. 57). The personal relationship between leader and group members is a function of the leader’s personality. Fiedler (1967, p.30) proposed that “the most important aspect of the good leader-member relationship is of course that the leader, because he is liked and trusted, is able to obtain his men’s compliance with a minimum of effort.” The “art of boundary spanning” as “building sustainable relationships; managing through influencing and negotiation; managing complexity and interdependencies; and managing roles, accountabilities, and motivations. The skills that



make up these competencies include communicating to create shared meaning, understanding, empathy, conflict resolution, networking, creativity, innovation, empowerment, and building trust as the “lubricant.” (McGuire, 2006, p. 38). This type of leader is referred to have a “trust-based” leadership style in this research study.

### Importance of Leadership within Collaborative Governance

We know leadership is important in government. We know collaboration is increasingly a part of expected practice. What we do not know yet with certainty is how the two are important to each other. Are they related? Or, are they just unrelated components of public administration practice, and therefore success cannot be predicted? Is organizational success just happenstance and there is no association of leadership orientation and practices within the collaborative governance context? Or, as literature is collecting around evidence suggesting there is a relationship for which organizational success can be accounted, is the role of leadership in collaborative governance a specific practice that should be examined as deliberately important to today’s practice of public administration?

Salamon (2002) details the shift in public administration from traditional methods of hierarchical, direct management techniques to a framework of indirect application of a host of tools called “new governance.” “New governance” is defined by two distinct features according to Salamon: governance is “an emphasis on what is perhaps the central reality of public problem solving for the foreseeable future – namely, its collaborative nature, its reliance on a wide array of third parties in addition to government to address public problems and pursue public



purposes...the second feature...is a recognition that these collaborative approaches, while hardly novel, must now be approached by a new, more coherent way, one that more explicitly acknowledges the significant challenges that they pose as well as the important opportunities they create.” (p. 8). Accomplishing the action of the collective has increasingly resulted in a “blurring of boundaries,” between organizations. Governance is the structure that is formed around the actions that cross those group boundaries. (Stoker, 1998, p. 21). (Williams, 2002).

Public administrators believe in the importance of the relationship when establishing relationship with agents, and actively work to understand the motivations leading to performance of goal attainment. Trust by group members in the leader is paramount to collective success, and is not an overnight process. The leader must commit to engaging particular behaviors and practices day in and day out to gain the trust of the group members. Communication, fulfilling promises, active engagement and interaction, and feedback cycles are all behaviors that support trust-building. (Van Slyke, 2007). (Morse, 2007). (Kouzes & Posner, 2002). The leadership style of the administrator may impact conveyance and subsequent achievement of goals upon by the group. Morse (2007, p. 13) states that “in an age of collaborative governance, where shared problems and shared-power is the norm, the public leader must truly *become* the kind of person with whom others can trust and respect. A focus on skills or tools will be useless if the personal attributes are not in alignment. The attributes must come first.”



Fiedler's theory of contingency-based leadership effectiveness provides a lesson for public administrators to prepare for organizational success:

Leadership performance depends then as much on the organization as it depends upon the leader's own attributes. Except perhaps for the unusual case, it is simply not meaningful to speak of an effective leader or of an ineffective leader; we can only speak of a leader who tends to be effective in one situation and ineffective in another. If we wish to increase organizational and group effectiveness we must learn not only how to train leaders more effectively but also how to build an organizational environment in which the leader can perform well. (1967, p. 261).

There is now a plea for application of this theory in practice. Contemporary scholars in public administration reinforce the importance of leadership effectiveness in the collaborative structure of current bureaucratic governance. The National Academy of Public Administration published a five volume series of essays on the need for government to strengthen leadership development and succession planning in bureaucracy, which were presented in a 2005 symposium. Panelists of the symposium articulated the skills and behaviors needed for leaders to emerge as successful and further, to guide their organization to performance success. "Working partnerships" was a characteristic panelist members emphasized as a role of successful leaders. The field of public administration is called upon to develop a "cadre of leaders that can operate across department missions and that gray stage others have called networking.



Governing, leading and managing by networking are a dimension that has emerged...in the last few years as ... organizations need to work together.” (National Academy of Public Administration, 2005). However, there is an “enormous gap between what is expected of [government] leaders and what they are capable of delivering.” Public administrators in leadership positions now must be able to lead internally as well as within the context of collaborative groups. Leaders must be able to achieve successful vertical performance within their own agency as well as across multiple agencies who come together to accomplish common goals. (Morse, 2007). (Agranoff & McGuire, 2003). These leaders perform “integrative public leadership” which Morse (2010, p 231) defines as “a broad umbrella term to describe boundary-crossing leadership.”

Research delineated the importance of the relationship building and the fostering of trust within the group as paramount to successful collaboration. (Horwath & Morrison, 2007). (Johnson, Wistow, Schulz, & Hardy, 2003). (Perrone, Zaheer, & McEvily, 2003). (Williams, 2002). (Morse, 2010). (Lasker, Weiss, & Miller, 2001). Merging academic appreciation of leadership within collaboration with the practice of leadership in current public administrative agencies is highlighted in modern government. The Final Report and Recommendations from the 21<sup>st</sup> Century Manager Series reported that “closing this gap is essential of effective government programs and overall fundamental well-being of the United States.” This study examines the leadership effectiveness of one field of public administration, social work, in navigating the collaborative governance structure of the interdependent group of leaders within



Local Departments of Social Services (LDSS'). Social work is one of the fastest growing career fields in the United States. The practice of this public administration is expected to “grow by 25% between 2010 and 2020.” (NASW, 9/9/2013). NASW is the “largest membership organization of professional social workers in the world, with 140,000 members. NASW works to enhance the professional growth and development of its members, to create and maintain standards for the profession, and to advance sound social policies. NASW also contributes to the well-being of individuals, families and communities through its work and advocacy.” (NASW, 9/9/2013). Dr. Angelo McClain is the new Chief Executive Officer of NASW as of May 2013. Dr. McClain articulated his vision for NASW and the social work practice in an August 28, 2013 interview:

Our profession, and our society, is at a unique juncture. The world has changed a great deal...these times call for an ambitious grand vision. Our grand vision revolves around strengthening America's social safety net, by ensuring that all individuals have the opportunity to improve their human well-being and are able to live free from social injustice. We will do this by supporting social workers, advocating for the profession, and ultimately serving the millions of clients helped by social workers each day...

“collaboration with all of our stakeholders and allies is critically important to our grand vision. I firmly believe that in order for us to provide the best services, products, and advocacy for our members, and social workers throughout the country, we must partner and collaborate whenever possible...so that we can collectively represent the breadth of



the profession as well as to cater to the professional needs of each and every social worker...to determine how we can build on our collective strengths and work together in positive and meaningful ways.” (Waller, 2013).

Dr. McClain further stresses that “the NASW Code of Ethics outlines our primary mission as working to enhance human well-being and helping to meet the basic human needs of all people. We cannot realize that mission without an “all-hands-on-deck” approach to working together.” (Waller, 2013).

Fiedler’s theory provides a framework for examining the current context of today’s leadership in governance, and implications for practitioners of public administration to consider in management of organizational performance which is increasingly dependent upon successful collaboration by groups. According to Fiedler (1967, p.247), “...if leadership performance is in fact a product of both the individual’s leadership style and the leadership situation then it is logically impossible that one leadership style could serve in every context. On the other hand, it also follows from this theory that we can improve group or organizational performance either by changing the leader to fit the situation or by changing the situation to fit the leader.” Fiedler posits that collaborative governance can be successful if public administrators successfully architect leadership development and appropriately matching the leader with the corresponding bureaucratic structure. Leadership recruitment and selection is “only effective when we can also specify the relevant components of the situation for which the leader is being recruited” (p. 250) Therefore, leadership training “should focus on providing the individual with methods for



diagnosing the favorableness of the leadership situation and for adapting the leadership situations to the individual's style of leadership so that he can perform effectively." Further, organizational engineering "should be possible to train the higher level manager to diagnose the leadership situation of his subordinates and, knowing his subordinates' leadership style, to modify the task, the position power, or the group relations in a way which will make it compatible with the leadership style of the executive." (Fiedler, 1967, p. 260). This theory is used as a framework to assess leadership of a professional group chartered to collaborate (the Virginia League of Social Services Executives).

#### Virginia League of Social Services Executives

The Virginia League of Social Services Executives, Incorporated (VLSSE) is the interacting group in this study. VLSSE is comprised of "any local department of social services established pursuant to Section 63.2-324 of the *Code of Virginia*." (Bylaws of the Virginia League of Social Services Executives, Incorporated). The Local Departments of Social Services are codified into existence, and the Local Director "shall act as an agent for the Commissioner in implementing the provisions of federal and state law and regulation." (§63.2-333) Partnership with the Virginia State Department of Social Services is a requirement of the Code of Virginia; collaboration amongst Local Directors of the 120 Local Departments of Social Services is voluntary. Each LDSS makes a deliberate decision in regards to participating in the collaborative group by joining and paying the annual membership dues. "Upon payment in full of the local department of social service's annual dues, the local department shall become a



member agency of the League. Each member agency shall have at least one representative. The following individuals may serve as member agency representatives...” individuals designated as directors or assistant directors; individuals who carry other titles but who function as directors or assistant directors or who are designated as acting directors or acting assistant directors; and individuals who are designated by the local governing body as directors/coordinators of departments of human services for their locality and carry responsibility for the department of social services.”

VLSSE elects a population of officers, including a president, a first vice-president, a second vice-president, and third vice-president, a fourth vice-president, a secretary, a treasurer, and one district representative elected from each of the five (5) regional districts.

The explicit purpose of the existence of VLSSE is to collaborate for accomplishing tasks: “the object of the League shall be to foster collegial relationships among its members and collaboration among agencies and governments in the formulation, implementation, and advocacy of legislation and policies which promote the public welfare.” (Bylaws of the Virginia League of Social Services Executives, Incorporated). Article II of the Bylaws additionally delineates that relationship building amongst the VLSSE members is a main objective of the group. The dual purposes of the group are to form positive relationships with one another and to collaborate to accomplish common tasks.

The Virginia League of Social Services Executives satisfies the criteria of Fiedler’s interacting group. Fiedler’s interacting group is designed to have multiple members working



collectively together toward a common task. Further, the leader is to coordinate the work of the members in a “harmonious” manner, and the “hallmark of the interacting group is the interdependence of group members.” (Fiedler, 1967, p 19). Leaders are clearly designated, primarily through official electoral means. There is an elected leadership within the VLSSE group.

#### Measuring Leadership within Collaborative Governance

This study utilized a compilation of three instruments that collectively assess leadership and perception of collaborative success within a bureaucratic group. Demographic and control variables supplemented the survey tool. The first two sections of the survey collected data both on the leadership orientation (or relationship-need structure of the leader) and on the leadership style (or behaviors). These sections focused on the orientation of the leader in regards to relationship-building with members of the group and upon the behaviors leaders display to build trust and foster collaborative efforts amongst the groups. The third section of the survey assessed the perceived level of collaboration of the group leaders and followers.

Fiedler’s Least-Preferred Coworker (LPC) scale was the first of the instruments incorporated into the survey instrument. The LPC was designed by Fiedler and his associates to assess the interpersonal relationships between a leader and a follower that impact team effectiveness, specifically the interaction between a leader and the person with whom he least enjoys working. A high LPC “score seems to indicate relationship orientation and motivation to achieve personal recognition and prominence.” A low LPC score “appears to indicate task



orientation. The self-esteem and adjustment of the high-LPC person tends to come from relationships with others in his social environment, while the self-esteem and adjustment of the low-LPC person tends to be derived from the intrinsic satisfaction of working on a task.” (Fiedler, 1967, p. 60).

One subset of the Leadership Practices Inventory – Self (LPI – Self) was utilized for the purposes of this study. Kouzes and Posner (2002) developed the LPI to assess leadership behaviors along five dimensions, including Model the Way, Inspire a Shared Vision, Challenge the Process, Enable Others to Act, and Encourage the Heart. The one dimension used in the instrument developed for this study was Enable Others to Act. The researchers assessed behaviors of fostering collaboration and building trust in the domain of Enable Others to Act. Kouzes and Posner (2002, p.21) provided that “exemplary leaders strengthen everyone’s capacity to deliver on the promises they make...Authentic leadership is founded on trust, and the more people trust their leader, and each other, the more they take risks, make changes, and keep organizations and movements alive.”

The third component of the survey instrument designed for this study is the Collaboration Audit, as designed by Kouzes and Posner. (2002). This tool assessed the perceived success of collaboration of the group by its members. Specifically, the instrument assessed the perceived incidence of the group displaying successful collaborative behaviors including the “three essentials of collaboration:” create a climate of trust, facilitate positive interdependence, and support face-to-face interactions. This audit scale is a five (5)-point Likert-type scale, which



aligns with the five levels of performance of collaboration as framed by Horwath and Morrison. (2007). Both assess a score of four (4) on the Likert-type scale as indication of collaborative success.

Two questions were added to the survey to assess the impact of any moderating variables on the effects of the Independent Variables on Perception of Collaboration. Specifically, the one question asked the satisfaction of the leadership of the VLSSE; one question asked the satisfaction of the performance of the VLSSE. Research has demonstrated that leadership satisfaction does moderate the main effect of leadership orientation in studies. (Bass & Bass, 2000). Bass and Bass (2009) identified multiple studies in which group satisfaction with leadership moderated the impact of the leadership orientation. Additionally, the moderated impact of satisfaction with leadership was greater upon relationship-oriented leaders.

### Summary

Fiedler's Theory of Leadership Effectiveness is a contingency model of leadership. Leaders are successful if they are appropriately matched with the situation in which they perform as a leader. There are three components to this model, which if in alignment and fully matched, should yield positive performance of the groups of which the higher level managers lead. These components are the orientation of the leader, the legitimacy of the leader's power and the structure of the group. The leader may be relationship-oriented or task-oriented. The power for the manager to act as the group leader may be informal or formal and may originate from



varying sources. Further, the group may be organized to perform interdependent tasks or may be a sum of the parts and not require contact or regular interaction.

This study examines the context of contemporary government as one necessitating collaboration as the rule and not the exception. Issues and problems facing today's administrative agencies are maturing and evolving into more complex and nuanced matters involving multiple layers of actors and competitors. Collaborative governance is becoming standard practice amongst governmental agencies, and is practiced across boundaries of levels of government, public and private organizations and ancillary groups. Barriers to achieving successful collaboration among partners are inevitable, and range from systemic ingrained problems to manageable issues that may be mitigated.

Leadership is frequently cited as one of the keys to successful collaborative endeavors. Practices and behaviors commonly utilized by leaders of successful collaborative enterprises include a commitment to relationship-building and the capacity to build trust across boundaries. These specific practices are common to leaders with the relationship-orientation leadership style. This leadership propensity toward building and sustaining relationship and trust between group members and across organizations is paramount in the practice of collaborative governance. This study examines the association of leadership orientation and practices of leaders within the Virginia League of Social Services Executives with the perceived collaborative performance of the group.



### **CHAPTER 3 – RESEARCH METHODOLOGY**

#### **Introduction**

This study was designed to assess association of perception of collaboration of an interacting group of bureaucrats within a government organization. The purpose of the study was to see if leadership orientation or behaviors of leaders (particularly trust-building) affect perceived collaborative success of the group. The findings will contribute to expanding literature on the role of trust-building as a leadership skill public administrators need in order to find success in the modern expectation of collaborative governance and group performance. This study assisted public administrators, academics and practitioners, in understanding the importance of matching leadership style of group members with the context of collaborative governance. This was relevant both for voluntary and for legislated collaboration within bureaucracies.

Chapter 1 introduced the topic, and included the statement of the problem, the rationale for the study, and the purpose of the study and research questions. Chapter 2 provided a review of literature on collaboration, collaborative governance, and leadership in public administration including examinations of leadership behaviors upon collaborations. The second chapter reviewed the instruments used to measure leadership and collaboration in this dissertation. Chapter 3 will delineate the research design and methodology, including an introduction, the research design, the sample population, the instruments, the data collection procedures, the data analysis, assessment of limitations, and a summary of the methodology. Chapter 4 will present



the analysis of the data, and the results and findings. Chapter 5 represents the conclusion of the dissertation and recommendations for future research.

The researcher gathered data from members of the Virginia League of Social Services Executives via an on-line survey, utilizing Survey Monkey. Survey Monkey is a popular web-based survey platform which VLSSE currently uses to survey membership on various topics. A cover letter explaining the purpose of the survey, with the link for the survey in the body of the letter content, was electronically provided to the President of the VLSSE. The President then forwarded the e-mail cover letter and link to current members of the VLSSE. This is standard protocol for survey distribution to VLSSE members for survey material. The instrument utilized is a compilation of survey questions from the Least Preferred Coworker Scale, the Leadership Practices Inventory (LPI) and a Collaboration Audit. The Least Preferred Coworker Scale (LPC) was designed by Fred Fiedler (1967) to assess the orientation of leaders toward relationship-building in groups. The survey has been used and cited in a vast array of empirical studies and validity and reliability have been well established. The Leadership Practices Inventory – Self was designed by Kouzes and Posner (2002). This survey is to collect data on the behaviors displayed by the members of the VLSSE, and also has been utilized in both academic study and practice. Validity and reliability have been achieved for the LPI – Self. The Collaboration Audit was designed by Kouzes and Posner (2002) as a supplemental tool to support agency assessment of the level of collaboration within an organization. The audit aligns directly with Horwath and Morrison's (2007) framework of collaboration, which is the foundation of the levels of



collaboration used for this study. Demographic information was also collected in the survey instrument. The survey included questions satisfaction with the VLSSE leadership and overall satisfaction with the VLSSE group performance.

### Research Questions and Hypotheses

Do characteristics of leaders impact the level of collaboration between local and state governments? Particular leaders have been called catalysts to successful collaboration. (Morse, 2010.) What qualities do leaders have that spark high functioning collaborations? A framework for collaboration identified by Horwath and Morrison (2007) was used to assess partnership within the interacting group of primary and secondary level leaders.

The hypotheses developed from the research questions and the literature review are below. One Dependent Variable was identified to study the Independent Variables within the constructs in this study. Current research supports the assessment of “the effects of several independent variables on one or more dependent variables.” (Frankfort-Nachmias & Nachmias, 2000, p. 50). The Dependent Variable is the perceived level of collaboration of VLSSE. The two Moderating Variables are 1) satisfaction with VLSS performance, and 2) satisfaction with the VLSSE leadership. The research questions and hypotheses were developed based upon the review of the literature, and are as follows:

RQ1: Are Leadership Orientation and Collaboration associated?

H1A: Relationship-oriented Leadership Orientation is positively associated with



Perception of Collaboration.

H1B: Satisfaction of Leadership moderates the association of Leadership Orientation  
with Perception of Collaboration

H1C: Satisfaction of Performance moderates the association of Leadership Orientation  
with Perception of Collaboration.

RQ2: Are Leadership Styles and Collaboration associated?

H2A: Trust-building Leadership Style is positively associated with Perception of  
Collaboration

H2B: Satisfaction of Leadership moderates the association of Leadership Style with  
Perception of Collaboration.

H2C: Satisfaction of Performance moderates the association of Leadership Style with  
Perception of Collaboration.

### Research Design

This study seeks to contribute information to answering the question of the impact of leadership style upon inter-governmental collaboration. There is a substantial body of literature and research surrounding collaboration between partners, and there is a growing empirical



interest in the role of individual leaders as vehicles or motivators for successful collaboration. Contribution to contemporary research upon characteristics of leaders sparking successful collaboration between partners is needed.

This study is a non-experimental, quantitative design utilizing survey research methods. The unit of measurement is the individual member of VLSSE. The survey will be self-administered by VLSSE members. The instrument is designed to collect data in regards to leadership (or followership) position in VLSSE, leadership style and behaviors, and perceptions of success of the collaboration of the group as well as perceptions of group performance. The purpose is to analyze data gathered from the survey of leaders in an interacting group to inform public administration practitioners about matching leadership styles of government leaders with the situation of collaborative governance for overall success.

This is a one-time survey questionnaire deployed utilizing electronic mail. The survey method is utilized as a cost-efficient and time-efficient technique in collecting data across the entire Commonwealth of Virginia. The adapted Dillman, Tortora, and Bowker (1998) method for increasing e-mail and web-based survey questionnaire utilization and response rate shall be applied with modifications as detailed in Table 3.1 Survey Distribution Method.



Table 3.1 Survey Distribution Method

<b>Contact Type</b>	<b>Contact System</b>	<b>Timing</b>
Pilot Survey to VLSSE Executive Committee	Electronic Mail	Week -1
First Questionnaire	Electronic Mail	Week +1
Reminder and Second Questionnaire	Electronic Mail	Week +4
Reminder and Third Questionnaire	Electronic Mail	Week +5
Reminder and Fourth Questionnaire	Electronic Mail	Week +5

The survey will be used to capture data from participants regarding their leadership characteristics and qualities. The survey consists of 39 items which specifically address leadership characteristics and perceptions of collaboration in the work place. Seven questions were added to the survey to expand the examination of basic demographic variables of age, gender, race, tenure and leadership status. Additionally, two questions regarding the participant's agency (regional location and class size) were added as control variables. The unit of analysis for the survey shall be the individual member of the Virginia League of Social Services Executives. The instrument incorporates forced-choice (multiple-choice) questions and a Likert-type scale. The researcher tested the survey, by providing the pilot survey to the VLSSE Executive Committee as a combined expert review and a pilot test. No revisions were requested; the survey was deployed as developed.

Primary independent variables included leadership orientation and leadership style. Independent Variables are ordinal; indices of constructs were developed for the independent variables. The Dependent Variable was the perceived level of success of the collaboration of group members. Moderating Variables were the perceived level of satisfaction of the leadership,



and the perceived level of satisfaction with the group performance. Dependent Variable has ordinal level of measurement; construct index was developed for the broad concept of collaboration as assessed by the Collaboration Audit. Control Variables included basic demographic information as well as leadership status within the group.

The Dillman, Tortora, and Bowker (1998) approach to electronic mail and web-based survey utilization was adapted to promote the highest response rate as possible while mitigating survey dissemination validity issues. Coverage error of dissemination was minimized by the nonprobability, purposive sampling method of requesting every identified professional occupying a membership position in the Virginia League of Social Services Executives.

The research methodology was formally submitted to the Virginia Commonwealth University Institutional Review Board for consideration and approval of study. The VCU IRB Approval of the study methodology by the VCU IRB was approved through an exempt review protocol given there was no identified risk to study participants. The researcher holds a current CITI certification in IRB evaluation.

### Sampling

The sample design for this study is single-stage. The unit of measurement is the leader of a local government agency who serves as a member of the VLSSE. The population studied is a purposeful, convenience, nonprobability sample and includes professionals currently in identified membership roles within the Virginia League of Social Services Executives (VLSSE). The study participants were identified from the VLSSE current membership roster.



Leaders within VLSSE will be determined through survey participant self-identification as an elected leadership position. Those positions include:

- President
- First Vice President
- Second Vice President
- Third Vice President
- Fourth Vice President
- Treasurer
- Secretary
- District 1 Representative
- District 2 Representative
- District 3 Representative
- District 4 Representative
- District 5 Representative

Followers (non-elected leaders) within VLSSE were determined by self-identification as not holding one of the above elected positions. Important to note is that several non-elected members of VLSSE serve as Chairs of various collaborative committees, panels and workgroups. This study focused on elected leadership within the interacting group, as in alignment with Fiedler's definition of leaders.



There are 120 agencies represented by members in the VLSSE. Some agencies have more than one leader representative serve as a member in the VLSSE. For example, some an agency may have both the Director and the Assistant Director of the Local Department of Social Service be accepted members in the VLSSE. Therefore, the sample population consists of 141 Local Department of Social Services leadership representatives to VLSSE. The criteria for participation in VLSSE includes “individuals designated as directors or assistant directors; individuals who carry other titles but who function as directors or assistant directors or who are designated as acting directors or acting assistant directors; and individuals who are designated by the local governing body as directors/coordinators of departments of human services for their locality and carry responsibility for the department of social services.”

VLSSE is an interacting bureaucratic group of leaders designed specifically to build trust amongst the membership and to collaborate in order to achieve success in activities and tasks. The elected leadership within VLSSE meets Fiedler’s description of second level management which may “require not only different skills and task-relevant knowledge but also relations with subordinates that differ from those required by first-level supervision.” (Fiedler, F., 1967, p. 236). This study will examine Fiedler’s assumption that “a measure of personality or behavior which correlates with group performance provides one indication of the leader’s influence over group performance.” (Fiedler, F., 1967, p. 237).

The researcher created an up-to-date list of every Local Department of Social Services with current representation in VLSSE. (Refer to Appendix A. Sample Frame of Local



Departments of Social Services.) This is called the sampling frame, and is the actual population sampled for the study. This sampling frame was used to ensure that each member of VLSSE was given the opportunity to participate in the research study as a survey participant.

Participation in the survey is voluntary, and a cover letter accompanying the survey delineated the purpose of the study as well as consent. The consent information delineated that the information shared would be kept confidential and that they were free to withdraw from the completing the survey at any time. Participants were be compensated for their participation. Participants were provided contact information in the cover letter for the researcher, as well as for the dissertation committee chair. The cover letter stated that the researcher can be contacted after the close of the study for a debriefing of data analysis and results.

### Measurement

The first part of the instrument included the Least Preferred Co-worker Scale from Fiedler's research on the Contingency Model of Leadership. This tool was designed to examine the perception of the role of trust by a manager within the work place. There were 18 questions, which use a Likert-type scale, utilizing a one (1) to eight (8) point distribution. This portion of the questionnaire should take approximately six (6) minutes.

The second part of the survey included elements from particular domains of the Leadership Practices Inventory – Self (LPI - Self). This is a 30 item survey designed to capture self-identification of leadership behaviors in an organization. The items are designed to measure the Kouzes and Posner identified “five key practices of exemplary leaders.” These leadership



practices include: “model the way, inspire a shared vision, challenge the process, enable others to act, and encourage the heart.” (Kouzes & Posner, 2002, p. 13). The instrument captures self-perceived frequency of the particular behavior on a 10-point scale: 1 (Almost never do what is described in the statement); 2 (Rarely); 3 (Seldom); 4 (Once in a while); 5 (Occasionally); 6 (Sometimes); 7 (Fairly Often); 8 (Usually); 9 (Very Frequently); 10 (Almost always do what is described in the statement). The domain utilized in this study are relevant to leadership practices associated in the literature with collaborative governance: “enable others to act.” This subsection has 6 questions. The questions are non-consecutively placed in the original LPI-Self; this placement strategy was maintained for this study to reduce content validity issues. The section of the survey should take approximately five (5) minutes to complete.

The third part of the survey instrument is a Collaboration Audit, as designed by Kouzes and Posner (2002, p. 287). The survey utilized a 5-point Likert scale to assess how much the participant agrees with particular aspects of collaboration by the organization (or group). The scale includes the following items: 1 (Strongly Disagree), 2 (Disagree), 3 (Neither Disagree nor Agree), 4 (Agree) and 5 (Strongly Agree). This section of the survey should take approximately five (5) minutes.

The final part of the survey instrument assessed overall group satisfaction with the VLSSE leadership and perception of the group VLSSE performance. Items also captured demographic information, including gender, age, race, and leader/follower position in VLSSE.



The region location (Northern, Eastern, Central, Piedmont, Southwest) and class size (1, 2 or 3) of each LDSS from the study participant was collected in this section.

### Variables and Statistics

There was one Dependent Variable. This was the perceived success of the VLSSE collaboration (Perception of Collaboration). The two Moderating Variables were the reported satisfaction with the VLSSE leadership (Leadership Satisfaction) and the reported satisfaction with the VLSSE group performance (Performance Satisfaction).

There were two independent variable constructs. An index may be constructed when research is examining broad concepts, and is an accepted statistical method when evaluating a set of responses that reflect the attitude of the study participant. This is referred to as an attitude index. (Frankfort-Nachmias & Nachmias, 2000). These constructs are the leadership orientation of the VLSSE leaders and the frequency of the leadership practice of “enable others to act” by the VLSSE leaders.

Individual variables are ordinal. Constructs of variables are at the index level of measurement. Refer to Table 3.2 for operationalization of the variables, including the level of measurement. Refer to Figure 3.1 and Figure 3.2 for representation of the hypothesized effect of the moderating variables on the relationship between the Independent Variables and the Dependent Variable.



Table 3.2 Research Variables

Variable	Definition	Indicator	Level of Measurement
<b>Dependent Variable<sub>1</sub></b>	Perceived success of collaboration	Mean score of III.A. Collaboration Audit	Index
<b>Moderating Variable<sub>1</sub></b>	Satisfaction of VLSSE leadership	Mean score of Question III.B.1.	Ordinal
<b>Moderating Variable<sub>2</sub></b>	Satisfaction with VLSSE performance	Mean score of Question III.B.2.	Ordinal
<b>Independent Variable<sub>1</sub></b>	Leadership Orientation of VLSSE leaders	Mean score of Least Preferred Co-Worker Scale	Index
<b>Independent Variable<sub>2</sub></b>	Leadership Style (Enable Others to Act) of Leader	Mean score of Enable domain of Part II.	Index



Figure 3.1 Hypothesized Interaction of Research Question 1 Variables

Research Question 1 (RQ1): Are Leadership Orientation and Collaboration associated?

- Hypothesis 1A (H1A): Relationship-oriented Leadership Orientation is positively associated with Perception of Collaboration.
- Hypothesis 1B (H1B): Leadership Satisfaction moderates the association of Leadership Orientation with Perception of Collaboration.
- Hypothesis 1C (H1C): Performance Satisfaction moderates the association of Leadership Orientation with Perception of Collaboration.

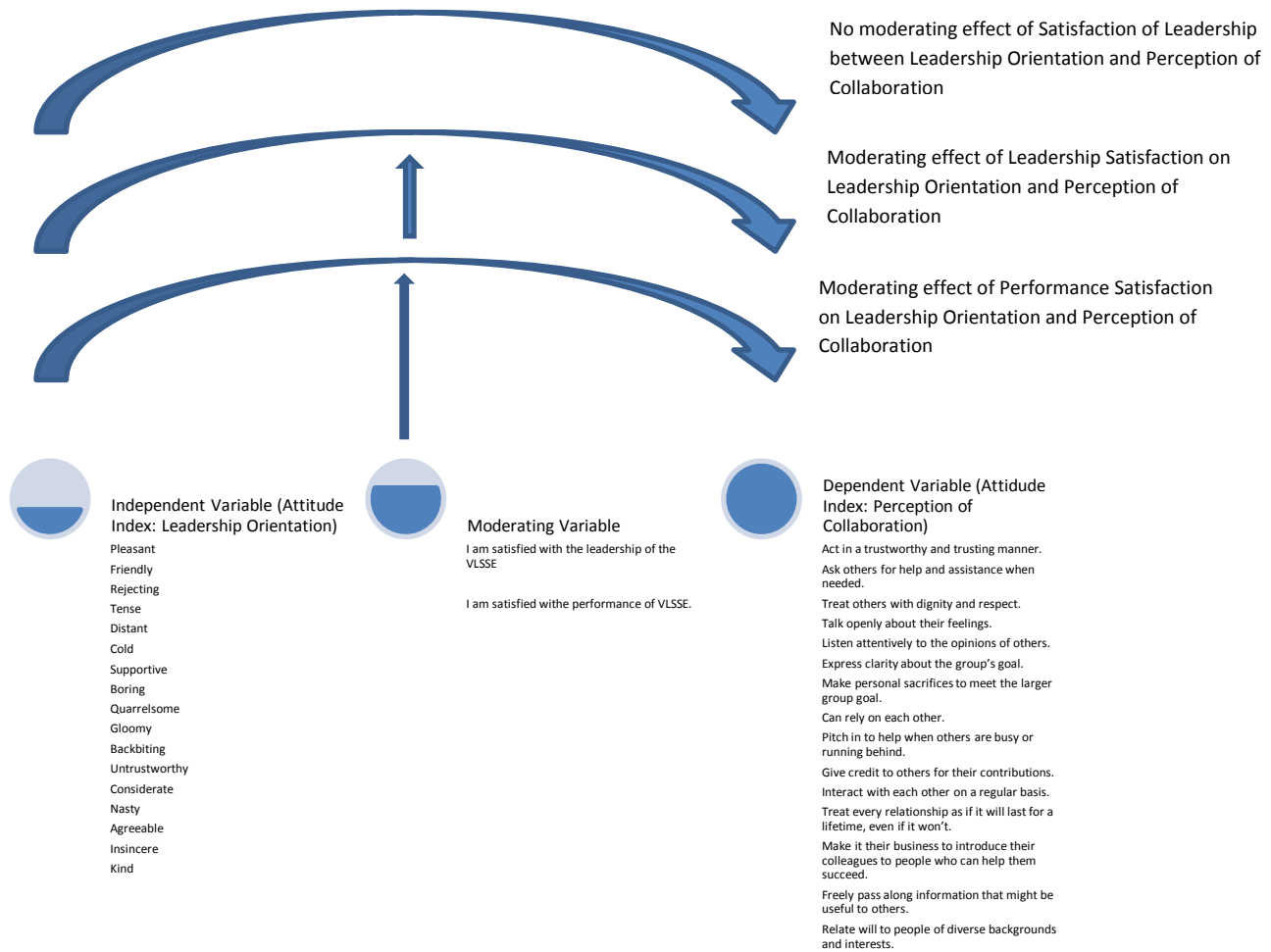
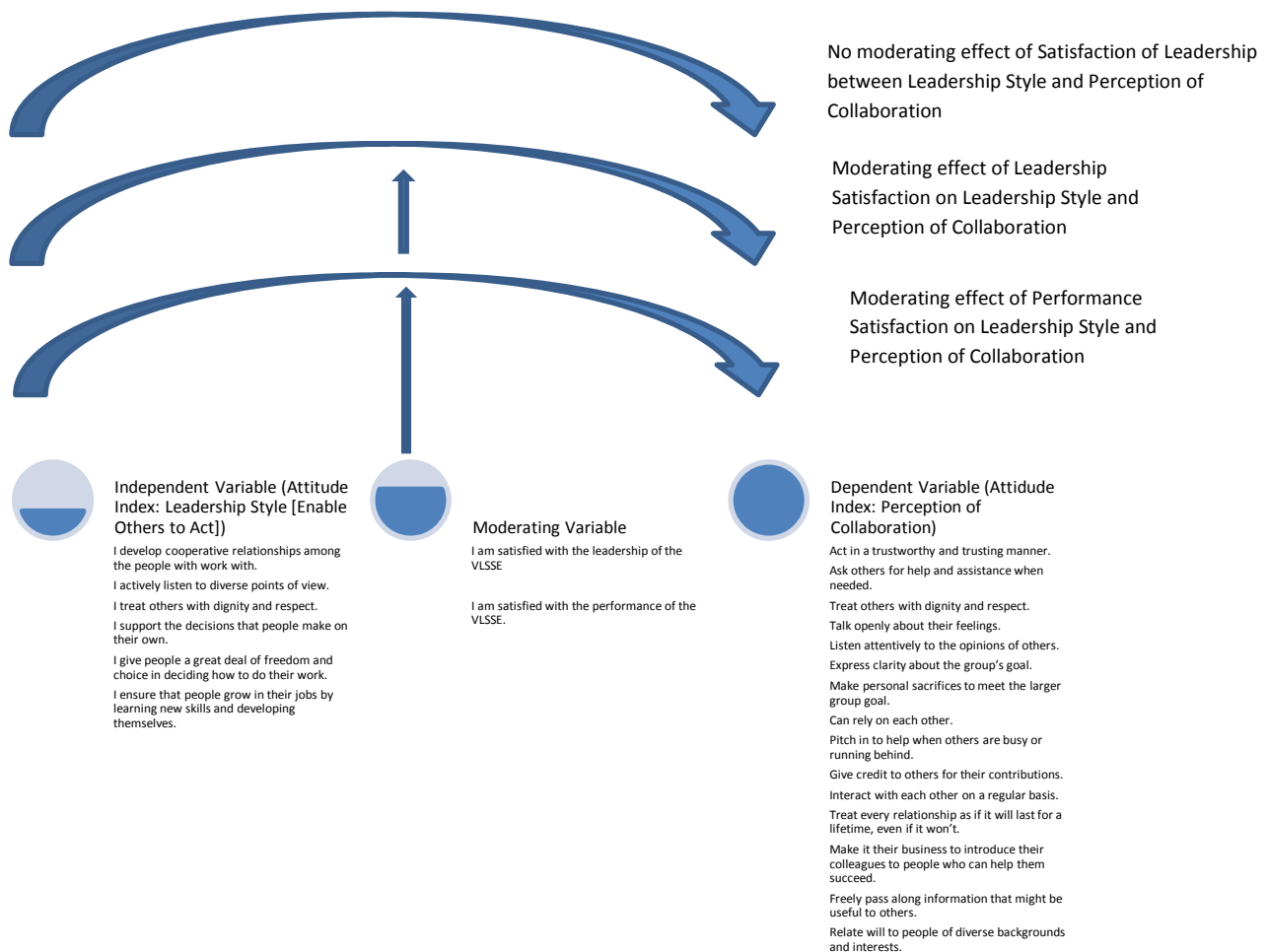




Figure 3.2 Hypothesized Interaction of Research Question 2 Variables

Research Question 2 (RQ2): Are Leadership Styles and Collaboration associated?

- Hypothesis 2A (H2A): Trust-building Leadership Style is positively associated with Perception of Collaboration.
- Hypothesis 2B (H2B): Leadership Satisfaction moderates the association of Leadership Style with Perception of Collaboration.
- Hypothesis 2C (H2C): Performance Satisfaction moderates the association of Leadership Style with Perception of Collaboration.





## Reliability and Validity

Reliability is the measure that indicates the success a measure has in measuring the same variable time and again. “Reliability refers to the accuracy (consistency and stability) of measurement by a test.” (Isaac & Michael, 1995, p. 134). A reliability coefficient is used to assess the amount of error in variability of the instrument or item. Cronbach Alpha is one accepted statistical measure of a reliability coefficient. A Cronbach Alpha above 0.70 is a generally acceptable level of reliability in an instrument or item.

### *Least Preferred Coworker Scale*

Rice (1979, p. 291)) found the “internal consistency of the LPC scale is high.” Coefficient alpha for multiple assessments of the LCP scale were in the 0.90 and 0.91 range. (Rice, 1979). This is an acceptable coefficient alpha. Further, “test-retest reliability of LPC is generally acceptable when based on data from adult populations functioning in their normal environment during the test-retest interval.” (Rice, 1979, p. 292). The study participants completed the survey instrument during the course of their normal duties without any experimentally intervening change-oriented experiences.

### *Leadership Practices Inventory (Self)*

Kouzes and Posner examined the means, standard deviations and Cronbach Alpha of the *LPI-Self* (2002). The domain “Enable Others to Act,” was assessed to have an excellent level of reliability in past research efforts (Cronbach Alpha = 0.75). Gender, race/ethnicity, and level of leadership have not been found to be relevant to the reliability of the *LPI-Self*.



### *Collaboration Audit*

The Collaboration Audit is a tool developed by Kouzes and Posner (2002) based on their extensive research and experience with organizations performing collaborative tasks. The tool has been used for more than a decade in various leadership and management arenas, and has consistently been applied and analyzed for organizational performance with collaborative endeavors. Kouzes and Posner developed the Collaboration Audit to directly assess several indicators of the statistically reliable Leadership Practices Inventory – Self. This alignment supports the reliability of the instrument. Kouzes and Posner have not realized any empirical rationale for concern over reliability of the audit, and have maintained the same content of the tool over the years.

### Validity

Validity is the level of assurance that an instrument or item actually assesses the aspect intended for assessment.

### *Least Preferred Coworker Scale*

The Least Preferred Coworker Scale's Cronbach's alpha was displayed at a 0.91 level, indicating good reliability of this part of the questionnaire. Validity of the LPC has been contested by scholars, but construct validity of leadership as value-related attitudes was found to be sound. (Rice, R., 1978.) To reduce threats for validity, the LPC was used within that context in instructions and analysis.



### *Leadership Practices Inventory Self*

Face validity was found to be excellent of the *LPI-Self* (Kouzes & Posner, 2002, p 14), and factor analysis revealed that the items within each of the five practices of leadership relate more to each other than across the other practices.

### *Collaboration Audit*

Kouzes' and Posner's 2002 Collaboration Audit aligns directly with the Horwath and Morrison framework of collaboration. This alignment supports the level of content validity of the collaboration assessment tool, as Horwath's and Morrison's 2007 framework is grounded in significant research surrounding partnership, collaboration and integration. Further, Kouzes and Posner (2002) developed the Collaboration Audit to directly assess several indicators of the statistically valid Leadership Practices Inventory – Self. This alignment supports the construct validity of the instrument.

### Data Analysis

Survey Monkey provides the ability to upload the collected data directly into SPSS. The data was loaded into SPSS. SPSS was be utilized to perform statistics, both descriptive and inferential. The individual data have ordinal level of measurement; attitude indexes were be constructed. The data cannot be considered interval level data given there is no evidence that the distance between rank in the scales is consistent between ranks or between study participants. Frequencies, ranges, means and modes were performed for descriptive statistics. Factor analysis was performed to assess the Leadership Orientation construct. Linear Regression was



performed on the data, including a moderated regression analysis. Control variables were assessed for spurious relations with the Independent Variables. Reliability and validity analyses of the questionnaire were used to confirm the assessment.

#### Mitigating Threats to Reliability and Validity

Validity and reliability were enhanced by pre-testing the interview questions with a sample of the study population. This sample consisted of members of VLSSE who serve on the Executive Committee. The Executive Committee is comprised of both elected leaders and non-leaders (followers) within VLSSE, all of whom are recognized by their fellow members as experts in the practice of leadership for Local Departments of Social Services. This sample of the greater study population provided feedback on the survey (no edits or adjustments were required).

#### Limitations

Limitations of this research effort included the sampling methodology. The sample was a small, purposeful population within one government agency partnership (social services). Results were not able to be generalized to all government partnerships, although provided opportunities for further consideration for different groups within similar fields (i.e., within the Health and Human Services Secretariat). The survey combined three separate questionnaires, which may have impact the validity of the independent scales, as well as contributed to survey fatigue from the length of the survey. While the LPC Scale and the LPI – Self assessment both have significant empirical review of validity and reliability, the Collaboration Audit has not had



the depth or array of study. There is alignment of the tool with the collaboration framework used as a foundation in this study, and the tool is closely linked with statistically valid and reliable measurement tools (i.e., LPI – Self). However, independent scholarly assessments have not been conducted.

### Summary

This study examined the association of leadership orientation and practices to success of collaboration within a group of leaders in the Commonwealth of Virginia's Local Departments of Social Services. The interacting group was specifically formed to foster collaboration and enhance collective performance toward improving network management for the betterment of public welfare. The sample consisted of every member of the Virginia League of Social Services Executives. Data was collected through a survey research design methodology. Results of this study will contribute to the expanding body of literature on the role of boundary spanners in scenarios of collaborative governance. Public administration practitioners could use the results of the study to better assess and match the orientation of leaders (task or relationship-building) with the nature of the management tasks (hierarchical or collaborative). Implications of this study may be used to enhance succession planning management of leaders in the human services field, and other public administration arenas that increasingly utilize collaboration as a backbone of the administrative management of agencies.



## **CHAPTER 4 – ANALYSIS OF THE DATA, RESULTS, AND FINDINGS**

### **Introduction**

This purpose of this study was to evaluate association of Perception of Collaboration within a professional group of leaders within an administrative agency with their leadership orientation. Additionally, the particular leadership style of trust-building, was examined for association with perceived collaborative success. Active members of the Virginia League of Social Services Executives (VLSSE) were surveyed for this research. Three instruments were integrated into one survey tool, including:

1. the Least Preferred Co-worker Scale (LPC) by Fred E. Fiedler (1967),
2. the Leadership Practices Inventory (Self) Domain 4 (Enable Others to Act) by James Kouzes and Barry Posner (2002), and
3. the Collaboration Audit by James Kouzes and Barry Posner (2002).

Participants were also asked about their satisfaction with VLSSE performance (Performance Satisfaction) and with VLSSE leadership (Leadership Satisfaction), in addition to items from each of the three instruments as described above. Basic demographic questions were presented at the end of the survey, including whether the participant currently held an elected leadership position within the VLSSE group. Information about the agency which the respondent represented in the VLSSE (size and geographic region of the agency) was also collected.



The instrument was delivered to the members of VLSSE according to the normative process established by the VLSSE Executive Committee. VLSSE utilizes Survey Monkey as the method to seek feedback and opinion upon issues and topics before the group. Survey Monkey ([www.surveymonkey.com](http://www.surveymonkey.com)) is a web-based survey platform which facilitates survey development and deployment, as well as acts as a vehicle for data collection. The researcher provided the pilot survey (in Survey Monkey), and accompanying cover letter, to the President of the VLSSE, for distribution, review and feedback by the Executive Committee. (Refer to Appendix D. Leadership in Collaborative Governance Survey.) (Refer to Appendix C. Leadership in Collaborative Governance Cover Letter.) The Executive Committee had no comments or points for editing, and approved distribution of the survey.

The VLSSE Executive Committee then released the survey, with accompanying cover letter, to the active membership of the group on February 3, 2014. The survey was closed on March 9, 2014. The survey was distributed to 141 VLSSE members. The researcher provided reminder notices for participation to the VLSSE President throughout the period of time the survey remained open. The VLSSE President facilitated the delivery of these reminder notices to the members on the following dates:

- February 24, 2014 (Refer to Appendix E. First Survey Reminder Letter),
- March 4, 2014 (Refer to Appendix F. Second Survey Reminder Letter), and
- March 7, 2014 (Refer to Appendix G. Third Survey Reminder Letter).



The Least Preferred Co-worker Scale portion of the survey consisted of 18 questions for respondents to assess their perception of the person with whom they least enjoyed working in a professional setting. (Fielder, F., 1967). The LPC was designed to capture the Leadership Orientation of the respondent through the exercise of considering others. Low scores indicate a task-based leadership orientation; high scores indicate relationship-based leadership orientation.

The Leadership Practices Inventory (Self) was an instrument developed by Kouzes and Posner to determine frequency in which leaders engaged in particular behaviors. (2002). The researchers organized the assessed behaviors across five domains, as validated by factor analysis in prior studies. (CITE) The current study utilized the fourth domain (Enable Others to Act). This domain represented the Leadership Style practices leaders utilize in relationship- and trust-building with colleagues and staff. This domain was chosen as relationship and trust-building is considered a critical component in the relationship-based leadership orientation. (Howell and Costley, 2006). The six questions from this domain were utilized in the survey instrument delivered to the membership of the VLSSE. The original Kouzes and Posner sequential ordering of the questions was maintained in this section of the instrument for this research study.

The Collaboration Audit was a tool developed by Kouzes and Posner (2002) to assess the level of collaboration throughout an organization or group. The incorporated tool consisted of 15 statements to be considered across a Likert-type scale by respondents. Kouzes and Posner direct respondents to consider that items that have scores less than a four (4) on the scale should



be considered to have room for improvement and should be closely considered as not using successful collaborative practices in the group.

The Virginia League of Social Services Executives is a professional group of leaders from the 120 Local Departments of Social Services (LDSS) across the Commonwealth of Virginia. Active members may hold a Director or Assistant Director (or equivalent) position within their respective LDSS agency. Therefore, the number of VLSSE members may exceed the number of LDSS within the Commonwealth. The number of VLSSE active members fluctuates year to year. There were 141 active VLSSE members upon release of the survey to the group. The results reported in this study were based upon the responses of 53 VLSSE members who participated in the survey in February and March 2014. This represents a 38% response rate of potential survey respondents. The responses were exported to IBM SPSS Statistics 22 (SPSS), which is a statistical software program originally designed for utilization in the social sciences realm. Descriptive and statistical analytics were performed by the researcher upon the data within SPSS.

The next section of Chapter 4 will provide the demographic information regarding the respondents to the survey. The second section will present the statistical analysis of the data collected in regards to Leadership Orientation, Leadership Style and Perception of Collaboration. The research questions will be reviewed. The respective hypotheses for each research question shall be accepted or rejected based upon the findings of the data analysis. The final section of



the chapter will present the summary findings of the research, and address limitations of the research.

The research questions and relevant hypotheses, framed on Fiedler's leadership effectiveness theoretical foundation and based on the review of literature, were:

RQ1: Are Leadership Orientation and Collaboration associated?

H1A: Relationship-oriented Leadership Orientation is positively associated with  
Perception of Collaboration.

H1B: Satisfaction of Leadership moderates the association of Leadership Orientation  
with Perception of Collaboration

H1C: Satisfaction of Performance moderates the association of Leadership Orientation  
with Perception of Collaboration.

RQ2: Are Leadership Styles and Collaboration associated?

H2A: Trust-building Leadership Style is positively associated with Perception of  
Collaboration

H2B: Satisfaction of Leadership moderates the association of Leadership Style with  
Perception of Collaboration.



H2C: Satisfaction of Performance moderates the association of Leadership Style with Perception of Collaboration.

### Demographic Data

The third section of the survey tool was designed to collect demographic data in regards to the participant, as well as geographic and size data about the agency of which the participant represented in the VLSSE. This includes gender, age, race/ethnicity, number of years in current LDSS position, and leadership status within the VLSSE. Questions in regards to the represented agency included geographical region and class size of the LDSS.

#### *Gender of Respondent*

The majority of respondents identified themselves as female (71.2%) as opposed to male (28.8%). (Refer to Table 4.1.) The current actual frequencies of gender distribution amongst active VLSSE members is similar to the response distribution from survey participants. (Refer to Table 4.2.) This data was utilized as a control variable to assess for spurious relations upon Independent Variable association with the Dependent Variable. No relations were determined. (Refer to Table 4.23 and Table 4.24).

#### *Age of Respondent*

Nearly half of survey participants identified themselves as between the ages of 55 years and 64 years (46.2%). The second highest age grouping of participants were between 35 and 44



years-old (25%). (Refer to Table 4.1) This data was not utilized as a control variable due to the wide distribution for the small sample size. (Refer to Table 4.23 and Table 4.24).

#### *Race/Ethnicity of Respondent*

The majority of survey participants identified themselves as White (88.2%). Respondents identified themselves in equal distribution between two other race/ethnicity categories (Black, Other). No respondents identified themselves in the remaining categories of this survey question (Asian, Hispanic). (Refer to Table 4.1.)

This variable was recoded into a different variable in order to organize the data into two binary variables to be utilized as a Control Variable. The recoded race variable (White or Non-white) was found to have no restricting effect upon the Independent Variables. (Refer to Table 4.23 and Table 4.24).

#### *Years in Current Local Department of Social Services Position*

Over half of respondents to the survey identified they were relatively new to their position within the LDSS; 59.6% of participants have held their current leadership position within their agency for 6 years or less. Participants with 13 or more years occupying their current position within their agency were the third most frequent responder to this question. (Refer to Table 4.1.) This variable was not assessed as a control variable due to the wide distribution across several response options for the small response population.



### *VLSSE Position*

Eight survey participants identified themselves as holding an elected position of leadership with the VLSSE. There are twelve leadership positions within the VLSSE (President, First Vice President, Second Vice President, Third Vice President, Fourth Vice President, Treasurer, Secretary, District 1 Representative, District 2 Representative, District 3 Representative, District 4 Representative, and District 5 Representative). 67% of elected leaders with the VLSSE participated in and identified themselves as such in this research survey. (Refer to Table 4.1.) This variable was utilized as a control variable. No spurious relations between VLSSE position and any of the Independent Variables was determined. (Refer to Table 4.23 and Table 4.24).

### *Geographic Region of Local Department of Social Services*

Survey participants were well distributed across the Commonwealth of Virginia, which closely modeled the actual distribution of number of agencies per region. (Refer to Table 4.1.) (Refer to Table 4.2.) Given the small sample size and considerable distribution over five (5) geographic options, this variable was not assessed as a control variable.

### *Class Size of Local Department of Social Services*

Survey participants identified themselves largely as representative of the actual distribution of agencies across the Commonwealth. (Refer to Table 4.1.) (Refer to Table 4.2.)



This variable was utilized as a control variable, but not found to have any spurious relation.

(Refer to Table 4.23 and Table 4.24).



Table 4.1 Participant Demographics

Variable	Frequency	Valid Percent
Gender		
Female	37	71.2%
Male	15	28.8%
Age		
25-34	1	1.9%
35-44	13	25.0%
45-54	10	19.2%
55-64	24	46.2%
65-74	4	7.7%
Race/Ethnicity		
White	45	88.2%
Black	3	5.9%
Other	3	5.9%
Years in Position		
1-3 Years	17	32.7%
4-6 Years	14	26.9%
7-10 Years	7	13.5%
10-12 Years	3	5.8%
13 Years or More	11	21.2%
Position Status		
Elected	8	15.4%
Member, Non-elected	44	84.6%
Geographic Region		
Northern	10	19.6%
Eastern	10	19.6%
Central	11	21.6%
Piedmont	10	19.6%
Southwest	10	19.6%
Class Size		
Class 1	11	21.6%
Class 2	28	54.9%
Class 3	12	23.5%



Table 4.2 VLSSE Demographics

Variable	Frequency	Valid Percent
Gender		
Female	103	73.0%
Male	38	27.0%
Geographic Region		
Northern	25	21%
Eastern	23	19%
Central	26	22%
Piedmont	24	20%
Southwest	22	18%
Class Size		
Class 1	34	28%
Class 2	60	50%
Class 3	26	22%

## Results

This section will open with the presentation of the respondents' overall perception of VLSSE success of collaboration as a group. The data of the two primary Independent Variables will then be presented, including the factor loading of the Independent Variable Leadership Orientation. The results of statistical analysis of Leadership Orientation and Perception of Collaboration will be presented. The results of statistical analysis of Leadership Style and Perception of Collaboration will then be presented. The effects of Moderating Variables upon the relationship of the Independent Variables and the Dependent Variable will be presented. The researcher will then present the results of correlation analysis of Leadership Orientation and



Leadership Style, as prior empirical research findings reveal that trust-building is a critical component of relationship-based leadership orientation. The Leadership Style as assessed in this research is specifically the trust-building domain, and according to literature, be positively associated with the Leadership Orientation of relationship-building. The section will close with consideration of the restrictions identified Control Variables have upon the Independent Variables.

#### *VLSSE Perception of Collaboration*

Kouzes and Posner (2002) established their Collaboration Audit for groups to assess how collaborative their organization as demonstrated to perception of frequency of behaviors indicative of collaborative agencies. The authors developed a fifteen item Likert-type survey of collaborative behaviors. Kouzes and Posner conclude that an item that does not receive a level of agreement by the respondent (equivalent to a score of 4) should be reviewed by the organization as an unsuccessful collaborative effort. “If you rate any items in the “Collaboration Audit” below a 4, take a look at what you can do to develop a more collaborative approach among your constituents (Kouzes & Posner, 2002, p. 266). Thus, the “breakpoint” for organizational or group success with collaboration as assessed in their Collaboration Audit is a score of 4 (Agree).

Survey respondents indicated differing levels of agreement with items in the Collaborative Audit. The overall mean average score of the Collaboration Audit was 3.85, with



a standard deviation of 0.66. (Refer to Table 4.3.) This puts the overall assessment of collaboration near or around Kouzes' and Posner's breakpoint for successful collaboration.

Table 4.3 Mean Score of Perception of Collaboration

Variable	n	M	SD	Minimum	Maximum
Perception of Collaboration	50	3.85	0.66	1.80	5.00

A level of positive agreement ("Agree" or "Strongly Agree") was assessed by survey respondents with six items in the Collaboration Audit. (Refer to Table 4.4.) (Refer to Appendix I. Frequencies of Collaboration Audit Positive Agreement Items.)

Respondents indicated their perception of nine of the fifteen items in the Collaboration Audit as below the breakpoint of four (4) or successful collaboration by the group. These items should be considered as not successfully collaborative by the VLSSE group, and could use closer examination for improvement, according to the audit instructions from Kouzes and Posner (2002). (Refer to Table 4.4.) (Refer to Appendix J. Frequencies of Collaboration Audit Disagreement or No Agreement Items.)



Table 4.4 Perception of Collaboration: Frequencies of Items Above and Below Breakpoint

Variable	Mean	Median	SD	Minimum	Maximum
Positive					
Act in a trustworthy and trusting manner.	4.19	4.00	0.79	1.00	5.00
Ask others for help and assistance when needed.	4.37	4.00	0.56	3.00	5.00
Treat others with dignity and respect.	4.09	4.00	0.71	2.00	5.00
Can rely on each other.	4.04	4.00	0.88	1.00	5.00
Interact with each other on a regular basis.	4.06	4.00	0.79	2.00	5.00
Freely pass along information that might be useful to others.	4.08	4.00	0.98	2.00	5.00
Negative					
Talk openly about their feelings.	3.70	4.00	0.95	1.00	5.00
Listen attentively to the opinions of others.	3.75	4.00	0.98	1.00	5.00
Make personal sacrifices to meet the larger group goal.	3.70	4.00	1.07	1.00	5.00
Pitch in to help when others are busy or running behind.	3.85	4.00	0.79	2.00	5.00
Give credit to others for their contributions.	3.88	4.00	0.98	1.00	5.00
Treat every relationship as if it will last for a lifetime, even if it won't.	3.10	4.00	0.91	1.00	5.00
Make it their business to introduce their colleagues to people who can help them succeed.	3.62	4.00	1.02	1.00	5.00
Relate well to people of diverse backgrounds and interests.	3.90	4.00	1.00	1.00	5.00



### *Leadership Orientation of VLSSE*

Leadership Orientation was assessed using the Least-Preferred Coworker (LPC) Scale. Leadership Orientation falls along the spectrum of task-based or relationship-based. (Fiedler, F., 1967.) Respondents indicated their perception of the person with whom they least preferred to work along a spectrum between two bi-polar adjectives or descriptors of that person. The total score of this section of the survey was applied as Fiedler indicates for assessment of leadership orientation: lower scores indicate orientation toward task-based leadership; higher scores indicate orientation toward relationship-based leadership. The researcher recoded the variables into different variables to collapse the distribution into binary variables: task-oriented and relationship-oriented. Nearly three-quarters of the population were assessed to have relationship-based leadership orientation.

Table 4.5 Leadership Orientation of Respondents

Variable	Frequency	Valid Percent
Task Oriented	9	25.7
Relationship Oriented	26	74.3%

The researcher conducted factor analysis to determine loading of the bi-polar descriptives for the study population. The variable items loaded onto four factors in the model. Refer to Table 4.6.



Table 4.6 Factor Loadings for Principal Component Analysis of Leadership Orientation

Item	Interactions with Others	Closeness toward Others	Reception of Others	Personal Attitude
Unpleasant/Pleasant	<b>0.744</b>	0.141	-0.174	-0.272
Unfriendly/Friendly	<b>0.679</b>	0.255	0.01	-0.515
Rejecting/Accepting	<b>0.817</b>	0.16	-0.125	-0.082
Tense/Relaxed	0.498	<b>0.533</b>	0.01	0.338
Distant/Close	<b>0.529</b>	0.69	0.221	-0.167
Cold/Warm	<b>0.713</b>	0.521	0.01	-0.182
Hostile/Supportive	<b>0.739</b>	-0.048	-0.43	-0.062
Boring/Interesting	0.249	0.182	<b>0.599</b>	0.344
Quarrelsome/Harmonious	<b>0.637</b>	-0.279	-0.407	0.358
Gloomy/Cheerful	0.499	0.188	-0.176	<b>0.543</b>
Guarded/Open	0.485	0.309	<b>0.561</b>	0.226
Backbiting/Loyal	<b>0.8</b>	-0.226	0.226	-0.07
Untrustworthy/Trustworthy	<b>0.6</b>	-0.523	0.359	-0.196
Inconsiderate/Considerate	<b>0.742</b>	-0.444	0.055	0.258
Nasty/Nice	<b>0.795</b>	-0.225	-0.219	-0.205
Disagreeable/Agreeable	<b>0.773</b>	-0.007	-0.311	0.244
Insincere/Sincere	0.516	-0.504	<b>0.561</b>	-0.058
Unkind/Kind	<b>0.794</b>	-0.274	0.035	0.01

The researcher identified each of the factors based upon representation of certain qualities. Factor 1 represents the dimension of “Interactions with Others” (Interactions) of Leadership Orientation. Factor 2 represents the dimension of “Closeness toward Others” (Closeness) of Leadership Orientation. Factor 3 represents “Reception of Others” (Reception) of Leadership Orientation. Factor 4 represents “Personal Attitude” (Attitude).

The researcher performed a linear regression ANOVA model with the four Factors selected as Independent Variables and Perception of Collaboration (as operationalized by the



Collaboration Audit Score) as the Dependent Variable. The analysis failed to reveal any statistical significance between any of the Leadership Orientation Factors and Perception of Collaboration. (Refer to Table 4.7.) As such, the correlation coefficients were not interpretable.

Table 4.7. Linear Regression Model: Leadership Orientation Factors and Perception of Collaboration.)

	Sum of Squares	<i>df</i>	<i>F</i>	Mean Squares	<i>R</i>	<i>R</i> <sup>2</sup>	Adjusted <i>R</i> <sup>2</sup>	<i>p</i>
Between Groups	2.698	4	2.031	0.647	0.439	0.193	0.98	0.112 <sup>b</sup>
Within Groups	11.288	34		0.332				
Total	13.986	38						

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPC Factor 1, LPC Factor 2, LPC Factor 3, LPC Factor 4

b.  $p < 0.05$ .

The researcher included two items in the survey to capture moderating effects of satisfaction with the leadership of the VLSSE and/or satisfaction with the performance of the VLSSE upon the relationship of Leadership Orientation or Leadership Style on the group's perceived level of collaborative success. Are any of the main effects of any Independent Leadership Orientation Variables moderated on the Dependent Variable by either of the Moderating Variables?

The first Moderating Variable (MV) is satisfaction of the group with VLSSE leadership (Leadership Satisfaction). The researcher computed five new variables, including the Intercept



Variable and four (4) Interaction Variables. Interaction Variables are an arithmetic expression of multiplying the Independent Variable by the Moderating Variable. The Intercept Variable (Intercept) value was held constant at 1.0. The four Interaction Variables were computed by the following numeric expressions:

- Factor 1 Independent Variable (aka, Interactions) x Moderating Variable 1 (aka, VLSSE Leadership Satisfaction) = Interacting Variable 1 (Interactions\_LeadershipSatisfaction)
- Factor 2 Independent Variable (aka, Closeness) x Moderating Variable 1 (aka, VLSSE Leadership Satisfaction) = Interacting Variable 2 (Closeness\_LeadershipSatisfaction)
- Factor 3 Independent Variable (aka, Reception) x Moderating Variable 1 (aka, VLSSE Leadership Satisfaction) = Interacting Variable 3 (Reception\_LeadershipSatisfaction)
- Factor 4 Independent Variable (aka, Attitude) x Moderating Variable 1 (aka, VLSSE Leadership Satisfaction) = Interacting Variable 4 (Attitude\_LeadershipSatisfaction)

The researcher performed a moderated regression analysis with a model of the computed Interaction Variables, the original Independent Variables (Factors 1, 2, 3, and 4), the Moderating Variable (Leadership Satisfaction), and the Intercept as Independent Variables and the Perception of Collaboration as the Dependent Variable. Covariance for value of the Intercept was included in the model; the constant in the equation was excluded; pairwise cases were excluded due to the small sample size.



The analysis determined that there were not any effects of the Moderating Variable (Leadership Satisfaction) with the Independent Variables upon the Dependent Variable.

The second Moderating Variable is satisfaction of VLSSE members with VLSSE performance (Performance Satisfaction). The researcher computed five new variables, including the Intercept Variable and four (4) Interaction Variables. The Intercept Variable (Intercept) value was held constant at 1.0. The four Interaction Variables were computed by the following numeric expressions:

- Factor 1 Independent Variable (aka, Interactions) x Moderating Variable 2 (aka, VLSSE Performance Satisfaction) = Interacting Variable 1 (Interactions\_PerformanceSatisfaction)
- Factor 2 Independent Variable (aka, Closeness) x Moderating Variable 2 (aka, VLSSE Performance Satisfaction) = Interacting Variable 2 (Closeness\_PerformanceSatisfaction)
- Factor 3 Independent Variable (aka, Reception) x Moderating Variable 2 (aka, VLSSE Performance Satisfaction) = Interacting Variable 3 (Reception\_PerformanceSatisfaction)
- Factor 4 Independent Variable (aka, Attitude) x Moderating Variable 2 (aka, VLSSE Performance Satisfaction) = Interacting Variable 4 (Attitude\_PerformanceSatisfaction)

The researcher performed a moderated regression analysis with model of the computed Interaction Variables, the original Independent Variables (Factors 1, 2, 3, and 4), the Moderating Variable (Performance Satisfaction, and the Intercept as Independent Variables and the Perception of Collaboration as the Dependent Variable. Covariance for value of the Intercept



was included in the model; the constant in the equation was excluded; pairwise cases were excluded due to the small sample size.

The analysis resulted in significant effects of the Moderating Variable (Performance Satisfaction) upon the relationship between two Independent Variables and the Dependent Variable. There was a simple effect of the Factor 1 Independent Variable “Interaction” and the Dependent Variable (Perception of Collaboration) when moderated by the variable “Performance Satisfaction”. (Refer to Table 4.8 & 4.9.) The interaction effects between the variables were plotted to show the differences between slopes of the interactions. (Refer to Figure 4.1 & Table 4.10.)

Table 4.8. Moderated Regression Analysis of Performance Satisfaction on Leadership Orientation and Perception of Collaboration

	Sum of Squares	<i>df</i>	<i>F</i>	Mean Squares	<i>R</i>	<i>R</i> <sup>2</sup>	Adjusted <i>R</i> <sup>2</sup>	<i>p</i>
Between Groups	651.91	9	459.859	72.434	0.996	0.992	0.99	0.000 <sup>c</sup>
Within Groups	5.355	34		0.158				
Total	657.266	43						

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPC Factor 1, LPC Factor 2, LPC Factor 3, LPC Factor 4

b. Moderating Variable: Performance Satisfaction

c.  $p < 0.01$ .

Note: Moderated Regression Model: DV (Perception of Collaboration) = IV (Leadership Orientation) + MV (Performance Satisfaction)



Table 4.9 Coefficients of Moderated Regression Analysis of Performance Satisfaction on Leadership Orientation and Perception of Collaboration

Variable	Unstandardized Coefficients		Standardized Coefficients		t	p
	$\beta$	Std. Error	Beta			
IV1 (LPC Factor 1 (Interactions))	-1.578	0.266	-1.372	5.931	0.000	
IV 3 (LPC Factor 3 (Reception))	0.471	0.272	0.443	1.729	0.093	
IV 4 (LPC Factor 4 (Attitude))	-1.011	0.214	-1.032	4.717	0.000	
IVxMV 1 (Interactions * Performance Satisfaction)	0.422	0.07	1.461	5.996	0.000	
IVxMV 2 (Closeness*Performance Satisfaction)	-0.28	0.013	-0.11	2.181	0.036	
IVxMV 3 (Reception*Performance Satisfaction)	-0.035	0.069	-0.134	0.502	0.619	
IVxMV 4 (Attitude*Performance Satisfaction)	0.233	0.049	0.967	4.739	0.000	
Intercept	8.905	1.572	2.278	5.665	0.000	
MV (Performance Satisfaction)	-1.446	0.41	-1.527	3.524	0.001	

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPC Factor 1, LPC Factor 2, LPC Factor 3, LPC Factor 4

b. Moderating Variable: Performance Satisfaction

c. IV 2 (LPC Factor 2 (Closeness)) excluded; Collinearity Statistics Tolerance = -.003

d.  $p < 0.001$



Figure 4.1. Plot Analysis of Moderating Effect of Performance Satisfaction on Leadership Orientation (Factor 1) and Perception of Collaboration

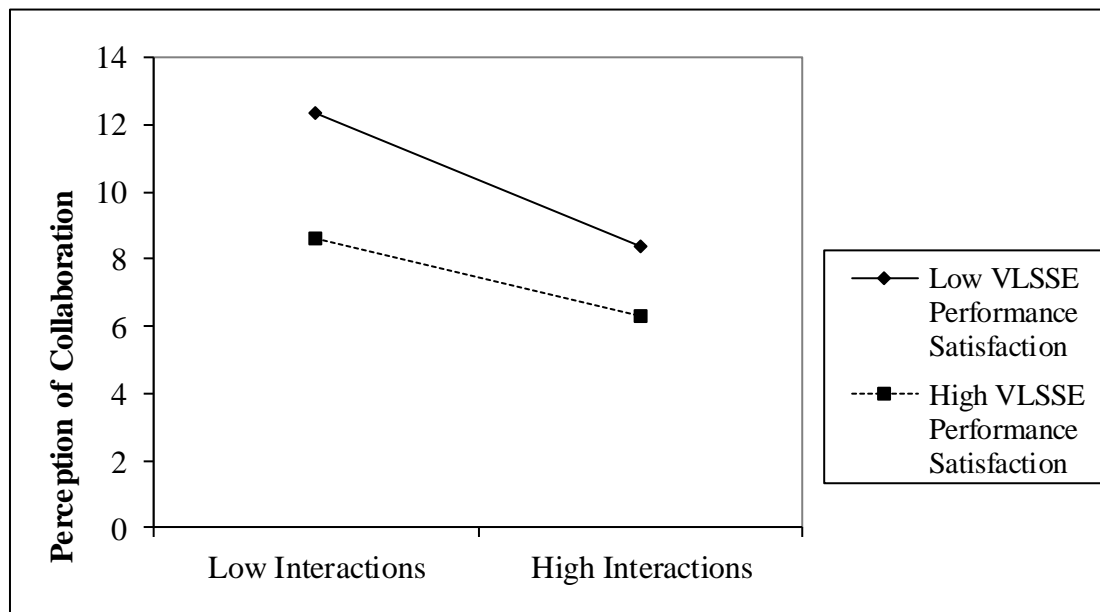


Table 4.10 Plot Analysis Variables and Coefficients for Moderated Regression of Leadership Orientation “Interactions with Others” and Performance Satisfaction

Variable Names	
Name of Independent Variable	Interactions
Name of Moderator	Performance Satisfaction
Unstandardized Regression Coefficients	
Independent Variable	-1.578
Moderator	-1.446
Interaction	0.422
Intercept/Constant	8.905

Note: Moderated regression analysis variables and coefficients for Leadership Orientation Factor 1 (Interactions with Others) and Performance Satisfaction.



Additionally, there was a simple effect of “Performance Satisfaction” on the relationship between Factor 4 (Attitude) and Perception of Collaboration; Performance Satisfaction moderated the relationship between Factor 4 (Attitude) and Perception of Collaboration. (Refer to Table 4.8 & 4.9.) The interaction effects between the variables were plotted to show the differences between slopes of the interactions. (Refer to Figure 4.2 & Table 4.11.)

Figure 4.2. Plot Analysis of Moderating Effect of Performance Satisfaction on Leadership Orientation (Factor 4) and Perception of Collaboration

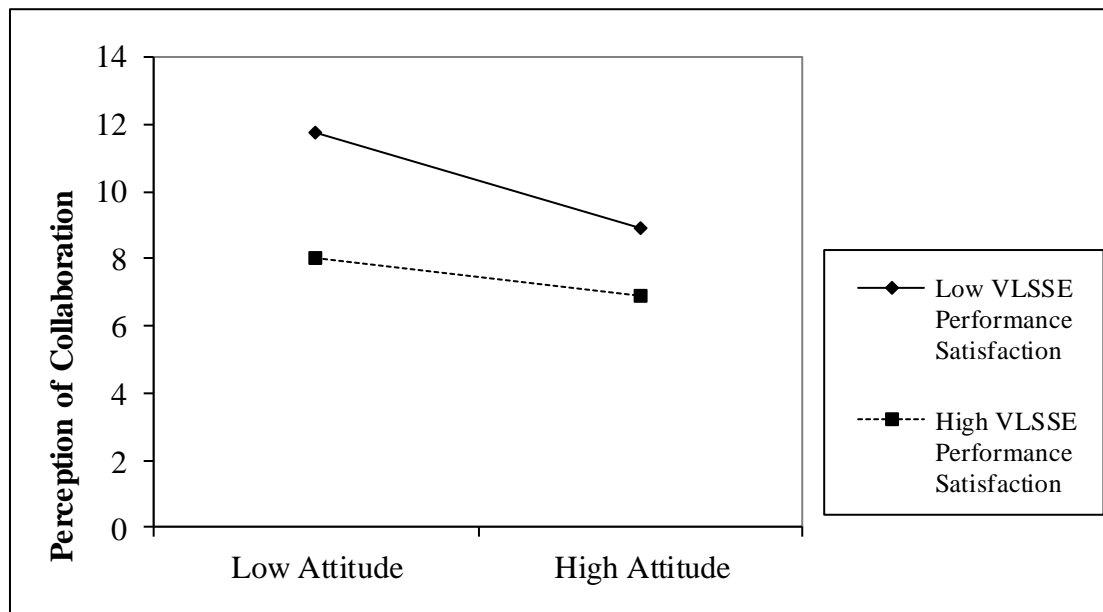




Table 4.11 Plot Analysis Variables and Coefficients for Moderated Regression of Leadership Orientation “Personal Attitude” and Performance Satisfaction

Variable Names	
Name of Independent Variable	Attitude
Name of Moderator	Performance Satisfaction
Unstandardized Regression Coefficients	
Independent Variable	-1.011
Moderator	-1.446
Interaction	0.422
Intercept/Constant	8.905

Note: Moderated regression analysis variables and coefficients for Leadership Orientation Factor 4 (Personal Attitude) and Performance Satisfaction.

The first research question of this study asks if Leadership Orientation and Collaboration are associated. Hypotheses were proposed based upon the literature to answer this question. The findings of the data reveal the following in regards to the hypotheses:

H1A: Relationship-oriented Leadership Orientation is positively associated with Perception of Collaboration.

- H1A is Rejected.

H1B: Satisfaction of Leadership moderates the association of Leadership Orientation with Perception of Collaboration

- H1B is Rejected.



H1C: Satisfaction of Performance moderates the association of Leadership Orientation  
with Perception of Collaboration.

- H1C is Accepted.

### *Leadership Style of VLSSE*

Leadership Style was assessed by respondents' indication of engagement in leadership practices in the "Enable Others to Act" Domain of the Kouzes and Posner Leadership Practices Inventory (Self). (2002). All respondents indicated that they usually, frequently or almost always engaged in the leadership practices identified within the Leadership Practices Inventory - Self. (Refer to Table 4.12.) The distribution of scores for each of the six questions of this provides the detail of this overall tendency of the group.

Table 4.12 Leadership Practices Inventory Frequencies

Variable	Mean	Median	SD	Minimum	Maximum
I develop cooperative relationships among the people I work with.	9.245	10.000	0.979	6.00	10.00
I actively listen to diverse points of view.	9.019	9.000	0.980	7.00	10.00
I treat others with dignity and respect.	9.528	10.000	0.668	8.00	10.00
I support the decisions that people make on their own.	8.596	9.000	0.823	6.00	10.00
I give people a great deal of freedom and choice in deciding how to do their work.	8.736	9.000	0.944	7.00	10.00
I ensure that people grow in their jobs by learning new skills and developing themselves.	9.057	9.000	1.027	6.00	10.00



All of the survey participants identified their frequency of practicing the leadership behaviors associated with the Domain Enable Others to Act as “Usually,” “Very Frequently,” or “Almost Always.” (Refer to Appendix H for each question frequency distribution.) (Refer to Table 4.13.)

Table 4.13. LPI Frequencies of Behaviors

Mean Score	Frequency	Valid Percent
7.17	1	2.0%
8.00	3	5.9%
8.33	2	3.9%
8.50	7	13.7%
8.67	3	5.9%
8.83	5	9.8%
9.00	7	13.7%
9.17	4	7.8%
9.33	3	5.9%
9.50	8	15.7%
9.67	4	7.8%
9.83	1	2.0%
10.00	3	5.9%

The researcher recoded the Leadership Practices Inventory (Self) variables into different variables to emphasize the difference in frequency within this higher level of behavior engagement. (Refer to Table 4.24.) This variable was coded “LPIHighCloseUp” and was referred to as the LPI Highlight Frequencies (or scores).



Table 4.14 LPI Highlight Frequencies

Variable	Frequency	Valid Percent
Usually	4	7.8%
Very Frequently	24	47.1%
Almost Always	23	45.1%

The researcher performed a linear regression ANOVA model with the Independent Variable Leadership Style and Perception of Collaboration (as operationalized by the Collaboration Audit Score) as the Dependent Variable. The analysis failed to reveal any statistical significance between any of Leadership Style and Perception of Collaboration. (Refer to Table 4.15.) As such, the correlation coefficients are not interpretable.

Table 4.15. Linear Regression Model: Leadership Style and Perception of Collaboration

	Sum of Squares	<i>df</i>	<i>F</i>	Mean Squares	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	<i>p</i>
Between Groups	0.292	1	0.675	0.292	0.119	0.014	-0.007	0.416
Within Groups	20.374	47		0.433				
Total	20.667	48						

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); Leadership Style Highlight Scores

b. Significant at  $p < 0.05$ .



The ANOVA tests performed with both the Moderating Variables (Leadership Satisfaction and Performance Satisfaction) reveal significant moderating effects on the Independent Variable Leadership Style. Therefore, the coefficients table of the moderated regression analysis of leadership style for both satisfaction with leadership and satisfaction of group performance are interpretable.

The main effect of Leadership Style upon Perception of Collaboration was significantly moderated by the Moderating Variable Leadership Satisfaction ( $p < 0.01$ ). (Refer to Table 4.16). The interaction effects between the variables were plotted to pictorially demonstrate the differences between the slopes of the interactions. (Refer to Figure 4.3. & Table 4.17.)

Table 4.16. Moderated Regression Analysis of Leadership Satisfaction on Leadership Style and Perception of Collaboration

	Sum of Squares	df	F	Mean Squares	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	p
Between Groups	735.729	4	624.76	183.932	0.991	0.982	0.981	0.000 <sup>c</sup>
Within Groups	13.248	45		0.294				
Total	748.977	49						

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPI Highlight Scores

b. Moderating Variable: Leadership Satisfaction

c.  $p < 0.01$ .

Note: Moderated Regression Model: DV (Perception of Collaboration) = IV (Leadership Style) + MV (Leadership Satisfaction)



Figure 4.3. Plot Analysis of Moderated Regression Model Slope Differences on Leadership Style and Leadership Satisfaction

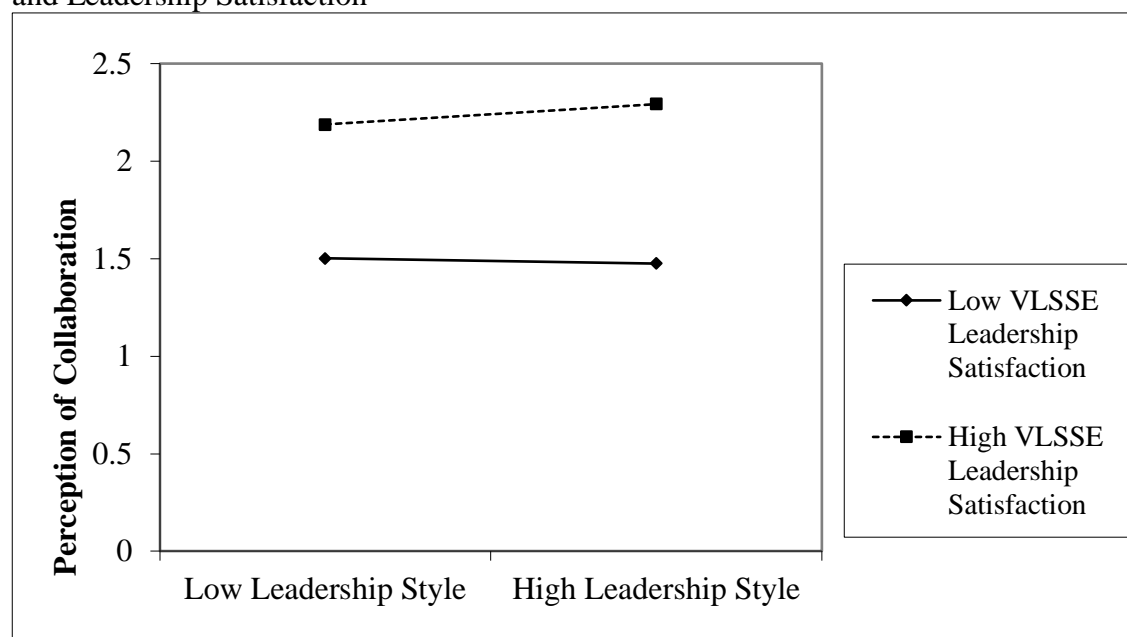


Table 4. 17 Coefficients of Moderated ANOVA for Leadership Satisfaction on Leadership Style and Perception of Collaboration <sup>a,b</sup>

Variable	$\beta$	Std. Error	Beta	t	p
IV (LPI Highlight Score)	0.02	1.081	0.013	0.019	0.985
Intercept	1.865	2.706	0.477	0.689	0.494
IV x MV (LPI Highlight Score * Leadership Satisfaction)	0.033	0.234	0.89	0.14	0.890
MV (Leadership Satisfaction)	0.367	0.585	0.42	0.643	0.524

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPI Highlight Scores

b. Moderating Variable: Leadership Satisfaction



Table 4.18 Plot Analysis Variables and Coefficients for Moderated Regression of Leadership Style by Leadership Satisfaction

Variable Names	
Name of Independent Variable	Leadership Style
Name of Moderator	Leadership Satisfaction
Unstandardized Regression Coefficients	
Independent Variable	0.02
Moderator	0.376
Interaction	0.033
Intercept/Constant	1.865

The main effect of Leadership Style upon Perception of Collaboration was also significantly moderated by the Moderating Variable Performance Satisfaction ( $p < 0.01$ ). (Refer to Table 4.19.) The interaction effects between the variables were plotted to pictorially demonstrate the differences between the slopes of the interactions. (Refer to Figure 4.4. & Table 4.21.)



Table 4.19. Moderated Regression Analysis of Leadership Satisfaction on Leadership Style and Perception of Collaboration

	Sum of Squares	df	F	Mean Squares	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	p
Between Groups	730.277	4	439.336	182.569	0.987	0.975	0.973	0.000 <sup>c</sup>
Within Groups	18.700	45		0.416				
Total	748.977	49						

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPI Highlight Scores

b. Moderating Variable: Performance Satisfaction

c.  $p < 0.01$ .

Note: Moderated Regression Model: DV (Perception of Collaboration) = IV (Leadership Style) + MV (Performance Satisfaction).

Table 4.20 Coefficients of Moderated ANOVA for Performance Satisfaction on Leadership Style and Perception of Collaboration <sup>a,b</sup>

Variable	Unstandardized Coefficients		Standardized Coefficients	t	p
	$\beta$	Std. Error	Beta		
IV (LPI Highlight Score)	0.255	1.052	0.160	0.243	0.809
Intercept	2.366	2.762	0.605	0.857	0.396
IV x MV (LPI Highlight Score * Performance Satisfaction)	0.283	0.630	0.299	0.45	0.655
MV (Performance Satisfaction)	-0.027	0.240	-0.070	-0.113	0.911

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); LPI Highlight Scores

b. Moderating Variable: Performance Satisfaction



Figure 4.4. Moderated Regression Model Slope Differences in Leadership Style and Performance Satisfaction.

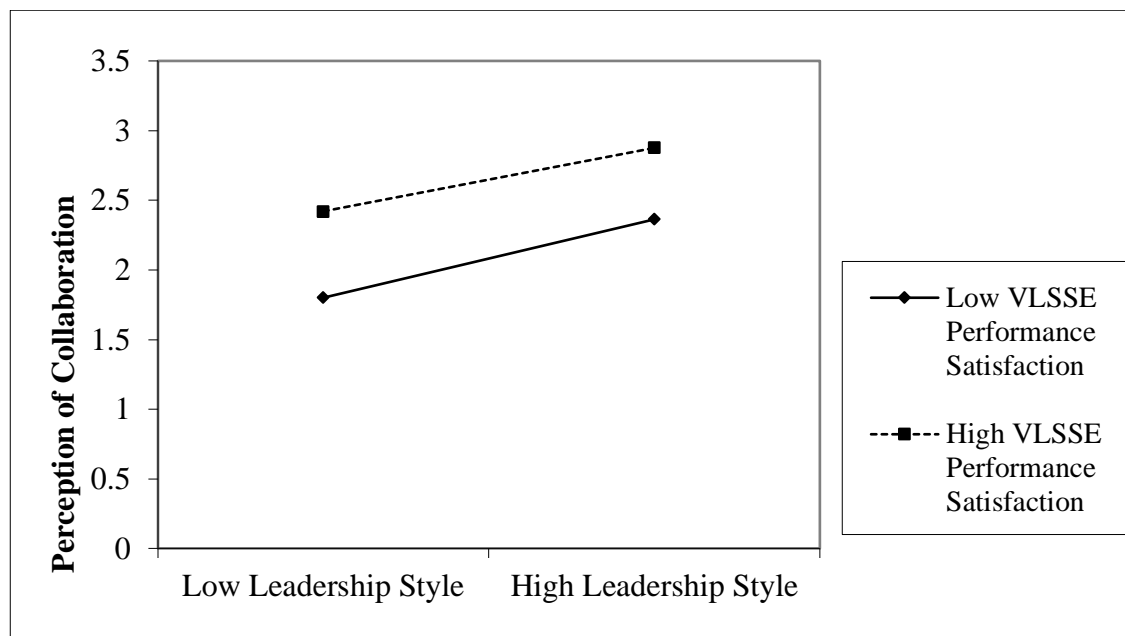


Table 4.21 Plot Analysis Variables and Coefficients for Moderated Regression of Leadership Style by Performance Satisfaction

Variable Names	
Name of Independent Variable	Leadership Style
Name of Moderator	Performance Satisfaction
Unstandardized Regression Coefficients	
Independent Variable	0.255
Moderator	0.283
Interaction	-0.027
Intercept/Constant	2.366



The second research question asks if Leadership Style is associated with Collaboration. Three hypotheses were generated to examine this research question, based upon review of literature of leadership orientation and leadership style. The findings of each hypothesis are presented below.

H2A: Trust-building Leadership Style is positively associated with Perception of Collaboration

- H2A is Rejected.

H2B: Satisfaction of Leadership moderates the association of Leadership Style with Perception of Collaboration.

- H2B is Accepted.

H2C: Satisfaction of Performance moderates the association of Leadership Style with Perception of Collaboration.

- H2C is Accepted.

#### *Relationship of Leadership Style and Leadership Orientation*

The researcher performed a two-tail bivariate Pearson Correlation analysis with the four Least Preferred Co-worker Scale factors and the Leadership Practices Inventory (Self) average



score of the VLSSE group. (Refer to Table 4.22.) Leadership Style was found to be correlated with two of the four factor of Leadership Orientation. Specifically, as Leadership Style of trust-building was assessed as increasing, the Leadership Orientation Factors of Interactions with Other and Closeness with Others both decreased. The LPI was statistically significantly negatively associated with the LPC Factor 1 and LPC Factor 2 ( $p < 0.05$ ).

The Leadership Orientation Factors themselves were found to be correlated to one another, as one would suspect. Factor 1 was statistically significantly associated with Factor 2, Factor 3, and Factor 4 ( $r = 0.537$ ,  $p < 0.01$ ;  $r = 0.380$ ,  $p < 0.01$ ;  $r = 0.502$ ,  $p < 0.01$ ). Factor 2 was positively associated with Factor 1 ( $r = 0.537$ ,  $p < 0.01$ ), Factor 3 ( $r = 0.488$ ,  $p < 0.01$ ) and Factor 4 ( $r = 0.286$ ,  $p < 0.05$ ).



Table 4.22 Correlation Matrix of Leadership Orientation and Leadership Style

		LPIAvg	LPCFactor1Avg	LPCFactor2Avg	LPCFactor3Avg	LPCFactor4Avg
LPIAvg	Pearson Correlation	1	-.433**	-.402**	-0.214	-0.052
	Sig. (2-tailed)		0.003	0.004	0.139	0.726
	N	51	45	49	49	48
LPCFactor1Avg	Pearson Correlation	-.433**	1	.537**	.380*	.502**
	Sig. (2-tailed)	0.003		0	0.01	0.001
	N	45	46	45	45	44
LPCFactor2Avg	Pearson Correlation	-.402**	.537**	1	.488**	.286*
	Sig. (2-tailed)	0.004	0		0	0.049
	N	49	45	51	49	48
LPCFactor3Avg	Pearson Correlation	-0.214	.380*	.488**	1	0.158
	Sig. (2-tailed)	0.139	0.01	0		0.287
	N	49	45	49	50	47
LPCFactor4Avg	Pearson Correlation	-0.052	.502**	.286*	0.158	1
	Sig. (2-tailed)	0.726	0.001	0.049	0.287	
	N	48	44	48	47	50

\*\*, Correlation is significant at the 0.01 level (2-tailed).

\*, Correlation is significant at the 0.05 level (2-tailed).

### Control Variables

Control Variables are considered in accounting for the likelihood of alternative impacts upon the Dependent Variable other than the Independent Variables. (Piquero & Weisburd, 2010). This impact is called a “spurious relation.” (Frankfort-Nachmias & Nachmias, 2000). The demographic variables of gender and race of participants were utilized as control variables



in the analysis of the data. The race variable was recoded into “White” and “Non-White” given the respondent distribution across original options and in order to provide for a binary variable. Class size of the agency represented by each participant was also utilized as there were three response options. The position of the respondent (elected leader member or non-elected member) within the group was also controlled for in the model. Age and geographic region of the represented agencies were not included as control variables due to the number of response options within each variable and the relatively low sample size.

The researcher performed a hierarchical multiple regression to specify analysis of control variables in the model to account for any impact, or spurious relations, on the association between the Leadership Orientation Independent Variables and the Dependent Variable. (Refer to Table 4.23.) A percent of variability ( $R^2$ ) in the Dependent Variable that can be attributed for the Leadership Orientation Independent Variables and for the Independent Variables with the accounting of the Control Variables was noted (from 12.7% to 28.2%). However, the results of the ANOVA indicates that this variance was not statistically significant. There was no spurious relationship between the Control Variables and the Leadership Orientation Independent Variable.



Table 4.23 Leadership Orientation Control Variable Analysis

	Sum of Squares	df	F	Mean Squares	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	Std. Error of Estimate	p
Step 1					0.356	0.127	0.021	0.602	0.329 <sup>b</sup>
Within Groups	1.740	4	1.200	0.435					
Between Groups	11.959	33		0.362					
Total	13.699	37							
Step 2					0.531	0.282	0.085	0.582	0.227 <sup>c</sup>
Within Groups	3.870	8	1.427	0.484					
Between Groups	9.830	29		0.339					
Total	13.699	37							

a. Dependent Variable: Perception of Collaboration

b. Predictors: (Constant), Class size, Race/Ethnicity, Position, Gender

c. Predictors: (Constant), Class size, Race/Ethnicity, Position, Gender, Leadership Orientation

The researcher performed a hierarchical multiple regression to specify analysis of Control Variables in the model to account for any impact, or spurious relations, on the association between the second primary Independent Variable (Leadership Style) and the Dependent Variable. (Refer to Table 4.24.) The percent of variability ( $R^2$ ) in the Dependent Variable that can be attributed for the Independent Variables and for the Independent Variables with the accounting of the Control Variables was very small (from 13.1% to 13.4%). The results of the ANOVA supports that this variance was not statistically significant. There was no spurious relationship between the Control Variables and the Leadership Style Independent Variable.



Table 4.24 Leadership Style Control Variable Analysis

	Sum of Squares	df	F	Mean Squares	R	R <sup>2</sup>	Adjusted R <sup>2</sup>	Std. Error of Estimate	p
Step 1					0.362	0.131	0.048	0.630	0.196 <sup>b</sup>
Within Groups	2.518	4	1.585	0.629					
Between Groups	16.686	42		0.397					
Total	19.204	46							
Step 2					0.365	0.134	0.028	0.637	0.298 <sup>c</sup>
Within Groups	2.565	5	1.264	0.513					
Between Groups	16.639	41		0.406					
Total	19.204	46							

a. Dependent Variable: Perception of Collaboration; Predictors: (Constant); Leadership Style Highlight Scores

b. Predictors: (Constant), Class size, Race/Ethnicity, Position, Gender

c. Predictors: (Constant), Class size, Race/Ethnicity, Position, Gender, Leadership Style Highlight Scores

### Summary

A descriptive assessment of the Virginia League of Social Services group based upon responses to the survey instrument is that the organization has an overall relationship-based leadership orientation and frequently engages in the leadership style practice of trust-building. The respondents had an overall perception of collaborative success of the group within the moderate range. This result indicates that the VLSSE are perceived to have achieved nearly a level of coalition in partnership by the group, but do have some features of a coordinating group. (Horwath & Morrison, 2007). The analysis of the relationships between these variables of the Virginia League of Social Services Executives reveals interesting points for consideration.



Analysis of the data in this research survey support the link between the leadership style practice of trust-building with relationship-based leadership orientation. However, the direction of the correlation is particularly interesting in this research as two of the factors of leadership orientation are negatively correlated with the leadership style practice of trust-building, as measured through the “Enabling Others to Act” Domain of the Leadership Practices Inventory (Self) instrument. The direction of this correlation counters previous empirical research association trends, which detail a positive correlation.

This leads the researcher to wonder about the relationship of the two primary Independent Variables upon the Dependent Variable. Are there discernable main effects between the Independent Variables and the Dependent Variable? And if so, are they aligned with prior research efforts unlike the findings in regards to the engagement of the two Independent Variables? Direct regression analysis of relationship or association between Leadership Orientation and Perception of Collaboration did not reveal any significant relationship. Neither did linear regression of Leadership Style and Perception of Collaboration.

However, both of the Independent Variables were found to be moderated, in at least part, by one or both of the Moderating Variables. The main effects of Factor 1 and Factor 4 of the Leadership Orientation Independent Variable upon Perception of Collaboration were found to be moderated by Performance Satisfaction. Prior research efforts were supported in the result of satisfaction of leadership having a moderating effect upon the role of leadership orientation.



Bass and Bass (2009) identified multiple studies in which group satisfaction with leadership moderated the impact of the leadership orientation. Further, the authors highlighted a study by WW Burke that detailed the moderated impact of satisfaction with leadership was greater upon relationship-oriented leaders. The VLSSE group was overwhelmingly identified as a relationship-oriented population of leaders (75%) versus task-oriented leadership. Interestingly, this simple effect of the Moderator Variable Performance Satisfaction is again contrary to the direction suggested by prior research efforts. Performance Satisfaction negatively moderates the effect of Leadership Orientation (Factors 1 and 4) on Perception of Collaboration. The more the group indicated their satisfaction with VLSSE performance, the more negatively the leadership orientation was related to the perceived collaborative success of the group. The degree of orientation toward relationship-based leadership had a stronger negative impact on the perception of collaborative success of the VLSSE group when the respondents rated a higher level of satisfaction with the VLSSE performance.

This result opens an interesting opportunity for interpretative consideration by the researcher. Why is it that perception of collaborative success decreases by relationship-oriented leaders when they are more satisfied with the performance of the organization? This seems to run counter to the common wisdom of collaboration and group performance. Or does it? New research is starting to highlight the transactional costs of collaborative endeavors between and amongst groups. Particularly, contemporary literature is highlighting the defensive posture some organizations are taking to stave off losing their autonomy and independence through the



penultimate developmental stage of collaboration, integration. Practicing a certain level of collaborative processes is beneficial; however, capitulating one's own organizational identity for the common cause is not seen as the most beneficial goal. As a result, there continues to exist a tension between group members to prevent the full integration of organizations. Group members may then prefer this tension persisting and preventing organizational capitulation, and ultimately may be more satisfied with the overall group performance. (Kalu., 2013). Is the Virginia League of Social Services Executives representative of this type of dynamic?

The second primary Independent Variable (Leadership Style) was found to be moderated by both Moderating Variables (Leadership Satisfaction and Performance Satisfaction). Unlike the simple effect of the Moderating Variable Performance Satisfaction upon the association between Leadership Orientation and Perception of Collaboration, the main effect of Leadership Style upon Perception of Collaboration was positively moderated by both Leadership Satisfaction and Performance Satisfaction. The level of frequency of engaging in trust-building leadership style behaviors had a stronger positive impact on the perception of collaborative success of the VLSSE group when the respondents rated a higher level of satisfaction with the VLSSE leadership. Similarly, the level of frequency of engaging in trust-building leadership style behaviors had a stronger positive impact on the perception of collaborative success of the group when survey participants rated a higher level of overall performance satisfaction with the VLSSE group. The direction of these results is not unexpected, and supports previous literature. Trust-building is a single component, or practice, of a relationship-oriented leader. Could it be



that this leadership style component is not as complex as leadership orientation, and therefore may not be affected by the transactional costs of collaboration?

Demographic data about the respondent and of the respondent's represented agency were controlled for in step-wise linear regression models. Only variables that were suitable for analysis with the small sample size were included in the models. There were no identified spurious relations of any of the Control Variables upon the Independent Variables. Of note, in a study on leadership, the leader position of the group members did not have a spurious relationship on the outcomes.

#### Limitations of the Research: Reliability and Validity

##### Reliability

##### *Least Preferred Coworker Scale*

To assess reliability that the items in the Least Preferred Coworker Scale did maintain the reliability threshold as previous determined in prior research (Cronbach's Alpha  $\geq 0.90$ ), the researcher performed analysis on the items. The researcher performed scale analysis to determine reliability of the items in this survey. The model was run as Alpha; an Item Scale was selected, and given the possibility of a missing response, the items were scaled if there were deletions; correlations were also performed.



The overall reliability of the items was assessed at the excellent level (0.91), which was similar to the reliability of Rice's 1979 Cronbach's alpha assessment. If items were deleted, the Cronbach's Alpha level was adjusted down but remained within an excellent range (0.91 – 0.92). (Refer to Table 4.25 & 4.26).

Table 4.25 LPC Reliability Analysis

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
0.914	0.919	18



Table 4.26 LPC Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Unpleasant	51.714	314.746	0.685	0.732	0.907
Unfriendly	50.714	313.429	0.615	0.753	0.909
Rejecting	52.095	323.600	0.774	0.814	0.906
Tense	51.571	329.714	0.458	0.635	0.913
Distant	51.571	331.958	0.508	0.850	0.912
Cold	51.452	318.156	0.682	0.872	0.907
Hostile	51.929	320.848	0.645	0.754	0.908
Boring	50.786	340.904	0.246	0.406	0.920
Quarrelsome	52.000	330.537	0.546	0.680	0.911
Gloomy	51.571	330.787	0.444	0.616	0.914
Guarded	51.619	330.876	0.474	0.724	0.913
Backbiting	52.548	318.205	0.756	0.797	0.905
Untrustworthy	52.333	324.179	0.537	0.809	0.911
Inconsiderate	52.310	322.268	0.684	0.829	0.907
Nasty	51.833	317.411	0.712	0.765	0.906
Disagreeable	52.071	322.507	0.716	0.795	0.907
Insincere	52.000	329.659	0.470	0.783	0.913
Unkind	51.643	319.455	0.733	0.833	0.906

### *Leadership Practices Inventory (Self)*

The integrated survey instrument included the Enable Others to Act Domain items from the Leadership Practices Inventory (Self) survey tool. Although the same sequence of items was maintained, there is recognition that only six items were applied from the original 30 item assessment tool. To assess reliability that the domain items did maintain the reliability threshold as previous determined in prior research by Kouzes and Posner (2002) (Cronbach's Alpha =



0.75), the researcher performed analysis on the items. The researcher performed scale analysis to determine reliability of the items in this survey. The model was run as Alpha; an Item Scale was selected, and given the possibility of a missing response, the items were scaled if there were deletions; correlations were also performed.

The overall reliability of the items was assessed at the acceptable level (0.72), which was similar to the reliability of the 2002 Cronbach's Alpha assessment. If items were deleted, the Cronbach's Alpha level was adjusted down but remained within an acceptable range (0.65-0.71). (Refer to Table 4.27 & 4.28.) A Cronbach's Alpha score of 0.60 is considered questionable. The adjusted Cronbach's Alpha of some items if items were deleted therefore needs to be part of the limitation of this study research effort.

Table 4.27. LPI – Self Reliability Analysis

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
0.719	0.729	6



Table 4.28 LPI – Self Inter-Item Correlation Matrix

	I develop cooperative relationships among the people I work with.	I actively listen to diverse points of view.	I treat others with dignity and respect.	I support the decisions that people make on their own.	I give people a great deal of freedom and choice in deciding how to do their work.	I ensure that people grow in their jobs by learning new skills and developing themselves.
I develop cooperative relationships among the people I work with.	1.000	0.497	0.306	0.258	0.130	0.094
I actively listen to diverse points of view.	0.497	1.000	0.333	0.197	0.174	0.139
I treat others with dignity and respect.	0.306	0.333	1.000	0.434	0.360	0.100
I support the decisions that people make on their own.	0.258	0.197	0.434	1.000	0.520	0.478
I give people a great deal of freedom and choice in deciding how to do their work.	0.130	0.174	0.360	0.520	1.000	0.626
I ensure that people grow in their jobs by learning new skills and developing themselves.	0.094	0.139	0.100	0.478	0.626	1.000



Table 4.29 LPI – Self Item Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
I develop cooperative relationships among the people I work with.	44.8627	9.321	0.369	0.285	0.708
I actively listen to diverse points of view.	45.0784	9.234	0.39	0.291	0.701
I treat others with dignity and respect.	44.549	10.133	0.449	0.335	0.687
I support the decisions that people make on their own.	45.4902	8.975	0.574	0.413	0.647
I give people a great deal of freedom and choice in deciding how to do their work.	45.3529	8.593	0.551	0.5	0.649
I ensure that people grow in their jobs by learning new skills and developing themselves.	45.0588	8.816	0.431	0.468	0.689

### *Collaboration Audit*

This study did not examine prior efforts to evaluate reliability of the Collaboration Audit items. However, analysis of the reliability of the items used within this study was conducted to support the reliability of the entire integrated tool. The researcher performed scale analysis to determine reliability of the items in this survey. The model was run as Alpha; an Item Scale was



selected, and given the possibility of a missing response, the items were scaled if there were deletions; correlations were also performed.

The overall reliability of the items was assessed at the excellent level (0.94). If items were deleted, the Cronbach's Alpha level was adjusted down but remained within an excellent range (0.93-0.94). (Refer to Table 4.30 & Table 4.31.)

Table 4.30. Collaboration Audit Reliability Analysis

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	N of Items
0.937	0.936	15



Table 4.31 Collaboration Audit Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Squared Multiple Correlation	Cronbach's Alpha if Item Deleted
Act in a trustworthy and trusting manner.	53.64	87.256	0.675	0.68	0.933
Ask others for help and assistance when needed.	53.44	92.986	0.428	0.468	0.938
Treat others with dignity and respect.	53.72	88.41	0.653	0.596	0.934
Talk openly about their feelings.	54.18	86.967	0.576	0.512	0.936
Listen attentively to the opinions of others.	54.1	83.112	0.769	0.765	0.93
Express clarity about the group's goal.	54.08	85.014	0.713	0.722	0.932
Make personal sacrifices to meet the larger group goal.	54.12	83.291	0.691	0.588	0.933
Can rely on each other.	53.82	83.089	0.88	0.884	0.928
Pitch in to help when others are busy or running behind.	53.98	86.469	0.74	0.813	0.932
Give credit to others for their contributions.	53.94	81.527	0.853	0.794	0.928
Interact with each other on a regular basis.	53.78	90.542	0.442	0.482	0.939
Treat every relationship as if it will last for a lifetime, even if it won't.	54.76	86.431	0.65	0.668	0.934
Make it their business to introduce their colleagues to people who can help them succeed.	54.24	82.349	0.778	0.814	0.93
Freely pass along information that might be useful to others.	53.78	83.032	0.776	0.862	0.93
Relate well to people of diverse backgrounds and interests.	53.9	85.643	0.608	0.603	0.935



The data collected from the survey respondents supports the prior research findings of consistently acceptable coefficient alphas for the instrument components. The Leadership Orientation items had an excellent Cronbach Alpha (0.91). The Leadership Style items had an acceptable Cronbach Alpha (0.72). The adjusted down Cronbach Alpha was above the questionable level, but should be accounted for in restricting the generalizability of this component of the survey. This therefore impacts the reliability of the entire survey findings. The Collaboration Audit had an excellent Cronbach Alpha (0.94). This survey should be cautiously considered as a reliable tool.

#### Validity of Current Research Survey Instrument

##### *Least Preferred Coworker Scale*

The researcher assessed the validity of the questionnaire items through validation of the data in SPSS. The LPC items were selected as analysis variables. The maximum percentage of missing values was applied at 70%; the minimum coefficient of variation of 0.001 was applied to scale variables; the minimum standard deviation of scale variables was applied at 0. Variables that failed any of those checks were set to be flagged. Empty cases were to be flagged as well. All cases, variables and data values passed the requested checks.



### *Leadership Practices Inventory (Self)*

The researcher assessed the validity of the Leadership Style component of the questionnaire items through validation of the data in SPSS. The LPI (Self) items were selected as analysis variables. The maximum percentage of missing values was applied at 70%; the minimum coefficient of variation of 0.001 was applied to scale variables; the minimum standard deviation of scale variables was applied at 0. Variables that failed any of those checks were set to be flagged. Empty cases were to be flagged as well. All cases, variables and data values passed the requested checks.

### *Collaboration Audit*

The researcher assessed the validity of collaboration section of the questionnaire items through validation of the data in SPSS. The Collaboration Audit items were selected as analysis variables. The maximum percentage of missing values was applied at 70%; the minimum coefficient of variation of 0.001 was applied to scale variables; the minimum standard deviation of scale variables was applied at 0. Variables that failed any of those checks were set to be flagged. Empty cases were to be flagged as well. All cases, variables and data values passed the requested checks.



### *Integrated Leadership in Collaborative Governance Survey Tool*

The researcher then performed a validity assessment of all items from the LPC, the LPI (Self) and the Collaboration Audit with the two Moderating Variable items included additionally selected as analysis variables. The maximum percentage of missing values was applied at 70%; the minimum coefficient of variation of 0.001 was applied to scale variables; the minimum standard deviation of scale variables was applied at 0. Variables that failed any of those checks were set to be flagged. Empty cases were to be flagged as well. All cases, variables and data values passed the requested checks. As such, the survey instrument as utilized in this research has satisfactory validity as a tool to assess the intended constructs.

Validity of the research may have been affected by the sample size. This study sample size was restricted by the total population of active members within the VLSSE group. At the time of the survey, the total population was 141 members. The response rate was 38% ( $n = 53$ ). The response rate was low, but acceptable for multiple regression analysis. Response rate acceptability in public administration research continues to be considered; an identified minimum acceptable response rate has not been agreed upon by the field. (Miller & Yang, 2007). While a response rate of 50% has been found to be quite adequate for analysis (Babbie & Mouton, 1998), lower response rates have also been found to be acceptable. A return rate as low as 21% has been found as acceptable within the public administration survey methodology practice. (Miller & Yang, 2007.) Multiple studies have demonstrated that a lower response rate



(at 20%) is more predictive of outcomes than in studies with higher response rates (at 60%) or that higher response rates do not impact the findings of studies. (Kissner, 1999). (Visser, Krosnick, Marquette, & Curtain, 1996).

The ultimate sample size of participants in this survey is further supported as valid in research literature by consideration of the number of Independent Variables and analysis performed upon the survey data. Cohen and Cohen (1983) articulated the sample size required for statistical significance at the 0.05 alpha level for analysis with two Independent Variables as 50 participants. The study conducted by this researcher included 53 participants, with four primary Independent Variables as determined by the factor analysis performed on the first section of the survey. A second primary Independent Variable (Leadership Style) accompanied the first primary Independent Variable (Leadership Orientation).

Additional research in regards to identifying valid minimum sample sizes required for multiple regression analysis identifies that a sample size as low as 50 participants is acceptable using a four-variable least-squares predictions. Thus, this survey satisfies the sample size validity question as the number of participants surpasses the minimum as well as exceeds the number of Independent Variables needed to perform multiple regression analysis.

However, the researcher accept that the study had both a small sample size and a low-moderate response rate. There exists the possibility of this impact to the validity and reliability



of the study. Generalizability of the findings is limited. Any conclusions about other groups based upon the findings of this study should be cautiously considered and restricted in nature.



## **CHAPTER 5 – CONCLUSIONS AND RECOMMENDATIONS**

### **Introduction and Summary**

The purpose of this study was to determine if there was a relationship between leadership orientation, or leadership style, with perception of collaborative success within a group of professional leaders of the Local Departments of Social Services. To assess the presence of those relationships, the researcher collected data from the Virginia League of Social Services Executives via an integrated survey tool, which had several components:

- Least Preferred Coworker Scale (to assess Leadership Orientation),
- Leadership Practices Inventory (Self) (to assess Leadership Style),
- Collaboration Audit (to assess Perception of Collaboration),
- Leadership and Performance Satisfaction questions (to assess simple effects upon any relationship between Leadership Orientation or Leadership Style upon Perception of Collaboration), and
- Demographic information items (to assess for spurious relations on the Independent Variables).

The researcher deployed the survey for data collection to the VLSSE, following IRB approval from the Virginia Commonwealth University, utilizing the established method of survey launch and data collection by the VLSSE. The survey was distributed to 141 active members of the VLSSE. At the close of five weeks, the researcher closed the survey to



participation. 53 members of the VLSSE participate in the survey, which represents a 38% response rate.

### Connection between Literature and Findings

The data and findings of this study are very intriguing, and support some of the prior research as covered in the literature review of Chapter 2. The common sense understanding that leadership style of trust-building is correlated with relationship-based leadership orientation is well supported by the results. Interestingly, a direct relationship between leadership style and perception of collaboration was not supported by the results of this data. However, a moderated regression analysis revealed that both satisfaction with VLSSE leadership and satisfaction with VLSE performance positively impacted the relationship between leadership style and perception of collaboration. These findings that the impact of the frequency of engaging in trust-building leadership behaviors is stronger on the perception of collaboration when satisfaction with the group (leadership and performance) is higher supports prior research.

Similarly, a direct relationship between leadership orientation and perception of collaboration was not supported by this data. However, the main effect of that relationship was moderated by performance satisfaction of VLSSE. This moderating effect may be the most intriguing finding of this study as the results suggest that as more relationship-oriented group members grow more satisfied with the performance of the group, their perception of collaboration decreases. There may be a tipping point along the collaboration spectrum in which



transaction costs of the group members negatively impacts the performance. The cost of complete collaboration may be perceived as unsatisfactory.

Another interesting note from results of the data is the lack of spurious relations from any of the Control Variables. While the instruments had been previously been assessed for validity and reliability for basic demographic information (gender, age, race, etc...), the researcher controlled for leader-follower status in the analysis of the data. The position of the member did not impact or restrict the Independent Variables. This suggests that the collective identity of the group may have been more relevant to the analysis than the status of the individuals within the group.

This study used a contingency model of leadership effectiveness as the basis for framing the research questions and hypotheses. The results align with a contingency model as the success of the group performance was relational to the leadership orientation and style and the degree of collaborative success.

#### Limitations of the Study

This study is inherently limited by the sample population. The total population count was small, and the findings of the research are restricted by the response rate. Although the response rate is supported by current acceptable public administration response rate ranges, a higher response rate was desired given the originally small sample size. Further, this study is limited by the nature of the group studied. The Virginia League of Social Services Executives is a very specific collection of individuals who are tasked with the broad objective of collaborating.



Given the breadth of possible definitions of collaboration in contemporary public administration, let alone concrete operationalization of successful collaboration, pinning down the exact level of collaboration for a specific goal by this group that can be aligned directly with other groups could prove challenging.

Reliability and validity of the survey tools incorporated into this study were assessed as acceptable. However, alternative assessment mechanisms may have provided more robust analysis of leadership behaviors utilized. Such instruments could include the Myers-Briggs Type Indicator personality inventory or the California Personality Inventory. Future research should consider substituting these scales for the Kouzes and Posner LPI –Self for reliability and validity analysis with comparative groups or groups from alternate industries.

#### Implications and Recommendations for Further Study

There are several areas that could benefit from further research and contribute in a meaningful way to public administration theory and practice:

- Leadership Orientation loaded onto four factors. This could indicate a model of components upon which leadership orientation can be organized for future research or practical assessment. Additional study into how the factors loaded and the link between items within each factor could be further explored.
- Performance Satisfaction and Leadership Satisfaction moderated both the relationships between Leadership Orientation with Collaboration and Leadership Style with Collaboration. This moderating effect is supported by



research, but could benefit from more targeted and purposeful examination to fully understand the simple effects.

- Perhaps the hallmark result of this study is that Performance Satisfaction negatively moderated the relationship between Leadership Orientation and Perception of Collaboration. At face value, this seems contrary to existing evidence surrounding this relationship. However, this effect may provide insight into a relatively new consideration in public administration about the negative impact of too much collaboration. Can agencies “over-collaborate” and fall over the ideal of integration into more of a state of capitulation or consumption of one another? Are agencies therefore more successful when complete collaboration is defended against and the relationship-based leaders focus more upon internal task accomplishment than collaborative practices once they surpass a certain frequency of engagement? Further studies should factor transactional costs into the research, and continue the examination of the negative moderating effects.
- This negative moderating effect also highlights the need for expansion of the currently accepted framework of collaboration within the academics of public administration. Practitioners may be defending against something or some level of collaboration. Theoretical consideration of the existence of a



threshold of acceptable collaboration or a tipping point after which collaboration yields negative outcomes should be explored.

- This study should be replicated within additional similar professional organizations within public administration, especially within the Health and Human Services Secretariat, to see if similar findings surface.

#### Implications and Recommendations for the Virginia League of Social Services Executives

The research provides several findings which provide implications for the members of the Virginia League of Social Services Executives:

- Despite a low-moderate response rate to the survey, several of the participants directly contacted the researcher for the results of the study upon completion of the research. This indicates actual practical interest in the role of leadership upon collaborative governance within the leaders of the Local Departments of Social Services. The VLSSE Executive Committee has an opportunity to build upon this interest by following up with its memberships to continue exploring the impact of leadership and the ability to satisfy its charter objective to collaborate. Exploration could take multiple and varied forms from additional quantitative or qualitative research to focus groups to workshops on leadership and collaborative governance.
- There may be a tipping point or threshold over which collaboration is defended against or seen as not ideal by members of the VLSSE. This



threshold should be given attention in light of the group's specific chartered objective to collaborate. Consideration to defining when collaboration is deemed successful or when it has surpassed the point of benefit to group members is likely warranted given the potential for literal interpretation of bylaws. Future conflict over the level of intended VLSSE collaboration may be mitigated by doing so.

#### Implications for the Field of Public Administration and Policy

The results of this study provided valuable information in regards to the need for further consideration of leadership within the context of collaborative governance. Additionally, the results yielded information that may provide insight into a relatively new consideration by the field of public administration: there may be a level of engagement in collaborative behaviors that supersedes the practitioner's threshold of tolerance. The survey methodology used in this study may have revealed just this tipping point.

- The survey methodology used in this study should be utilized by additional public administration agencies as a template for assessment of organizational leadership within the context of collaborative governance; and
- The survey methodology used in this study should be utilized by additional public administration agencies as a template for exploration of the agency's tipping point over the threshold of collaborative success.



## Conclusion

Public administration agencies are increasingly called upon to collaborate across organizational boundaries to provide services for the public. The activity of collaboration has been folded into the framework of governmental action, and is now a critical component of accomplishing tasks. Leaders of organizations are now expected to enact collaborative governance in their management of agencies. However, the evolution of collaborative governance as a component of contemporary leadership has provided as many questions as suggestions for implementation. The study of leadership is rich, spanning centuries and crossing industries. The academic study of collaboration is relatively new, and understandably has left the practice of collaboration with gaps to fill-in by both those that are forced into it and those that actively seeks out collaborative experiences.

This study was designed to collect some information and provide analysis of the existence and role of leadership in collaborative governance within today's public administration practice. Theoretical frameworks of contingency theory of effective leadership provided that successful leadership was interdependent upon appropriate matching of the leader and the group situation. Prior research addressed that leaders practicing trust-building behaviors with a relationship-based orientation were more likely to successfully span boundaries within and across organizations, and therefore lead successful collaborations. Based upon the review of the literature, the researcher hypothesized that leadership orientation and leadership style were both positively associated with perception of group collaboration. Moderating impacts of satisfaction



of the group's performance and satisfaction of the group's leadership were also hypothesized to impact the relationship of leadership and collaboration.

The researcher collected data from the Virginia League of Social Services Executives which had a specific objective to collaborate with a partner agency to successfully provide services for the public. While direct association between Leadership Orientation and Leadership Style were not realized by analysis of the collected data, there were interesting moderating effects of the Performance Satisfaction and Leadership Satisfaction identified. Not surprisingly, the relationship between Leadership Style and Perception of Collaboration was positively moderated. However, the particularly interesting outcome of this survey research is that Performance Satisfaction of the group statistically significantly negatively moderated the relationship between Leadership Orientation and Perception of Collaboration.

This counter-intuitive result provides insight into a burgeoning area of study of collaboration. Scholars are beginning to realize that the spectrum of collaboration may not terminate at a completely positive and beneficial end point. Perhaps, the full continuum of developmental levels of collaboration continue past harmonious integration through to negatively perceived agency capitulation and collapse. The members of the Virginia League of Social Services Executives who participated in this study may have reflected this defensive positioning against completely realized group collaboration.



Public administration could benefit in multiple ways from this research. The results of this study suggest the need to reconsider the theoretical underpinnings of collaboration, particularly in the spectrum framework as currently offered in public administration literature. The model could benefit from expansion and exploration of the “tipping point” effect that may be suggested by the results of this research. Further, public administration practice may benefit from this research by realizing the need to clearly operationalize collaboration as a goal or as an objective for groups. Clarity should be offered in definitions of performance metrics of collaboration in order to maximize beneficial outcomes and mitigate the risk of crossing the threshold of an advantageous or mutually desired level of collaboration for the group.

The outcomes of this research are both complex and complicate. There are certainly very interesting avenues of continued and additional research. Both theoretical implications and practical applications of the consideration of this research are encouraged by these results.



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## **APPENDIX A**

### **SAMPLE FRAME OF LOCAL DEPARTMENTS OF SOCIAL SERVICES**

- |                                   |                                      |
|-----------------------------------|--------------------------------------|
| 1. Campbell                       | 37. Lee                              |
| 2. Caroline                       | 38. Loudoun                          |
| 3. Carroll                        | 39. Louisa                           |
| 4. Charles City                   | 40. Lunenburg                        |
| 5. Charlotte                      | 41. Madison                          |
| 6. Chesterfield/Colonial Heights  | 42. Mathews                          |
| 7. Clarke                         | 43. Mecklenburg                      |
| 8. Craig                          | 44. Middlesex                        |
| 9. Culpeper                       | 45. Montgomery                       |
| 10. Cumberland                    | 46. Nelson                           |
| 11. Dickenson                     | 47. New Kent                         |
| 12. Dinwiddie                     | 48. Northampton                      |
| 13. Essex                         | 49. Northumberland                   |
| 14. Fairfax Co.-City/Falls Church | 50. Nottoway                         |
| 15. Fauquier                      | 51. Orange                           |
| 16. Floyd                         | 52. Page                             |
| 17. Fluvanna                      | 53. Patrick                          |
| 18. Franklin Co.                  | 54. Pittsylvania                     |
| 19. Frederick                     | 55. Powhatan                         |
| 20. Giles                         | 56. Prince Edward                    |
| 21. Gloucester                    | 57. Prince George                    |
| 22. Goochland                     | 58. Prince William                   |
| 23. Grayson                       | 59. Pulaski                          |
| 24. Greene                        | 60. Rappahannock                     |
| 25. Greensville/Emporia           | 61. Richmond Co.                     |
| 26. Halifax/South Boston          | 62. Roanoke Co./Salem                |
| 27. Hanover                       | 63. Rockbridge/Buena Vista/Lexington |
| 28. Henrico                       | 64. Rockingham/Harrisonburg          |
| 29. Henry/Martinsville            | 65. Russell                          |
| 30. Highland                      | 66. Scott                            |
| 31. Isle Of Wight                 | 67. Shenandoah                       |
| 32. James City                    | 68. Smyth                            |
| 33. King & Queen                  | 69. Southampton                      |
| 34. King George                   | 70. Spotsylvania                     |
| 35. King William                  | 71. Stafford                         |
| 36. Lancaster                     | 72. Surry                            |



73. Sussex  
74. Tazewell  
75. Warren  
76. Washington  
77. Westmoreland  
78. Wise  
79. Wythe  
80. York/Poquoson  
81. Alexandria  
82. Bristol  
83. Charlottesville  
84. Chesapeake  
85. Danville  
86. Franklin  
87. Fredericksburg  
88. Galax  
89. Hampton

90. Hopewell  
91. Lynchburg  
92. Manassas  
93. Manassas Park  
94. Newport News  
95. Norfolk  
96. Norton  
97. Petersburg  
98. Portsmouth  
99. Radford  
100. Richmond  
101. Roanoke  
102. Suffolk  
103. Virginia Beach  
104. Williamsburg  
105. Winchester



## **APPENDIX B**

### **PERMISSION TO USE THE LEADERSHIP PRACTICES INVENTORY (SELF)**

October 18, 2013

Jennifer Behrens  
45 Stonewall Road  
Palmyra, VA 22963

Dear Ms Behrens:

Thank you for your request to use the LPI®: Leadership Practices Inventory® in your dissertation.

This letter grants the applicant permission to utilize either the print or electronic LPI instrument in your research. We are willing to allow you to reproduce the instrument in printed form at no charge beyond the discounted one-time fee. If you prefer to use the electronic distribution of the LPI (vs. making copies of the print materials) you will need to separately contact Ryan Noll (rnoll@wiley.com) directly for further details regarding product access and payment. Please be sure to review the product information resources before reaching out with pricing questions.

Permission to use either the written or electronic versions requires the following agreement:

- (1) That the LPI is used only for research purposes and is not sold or used in conjunction with any compensated management development activities;
- (2) That copyright of the LPI, or any derivation of the instrument, is retained by James M. Kouzes and Barry Z. Posner, and that the following copyright statement is included on all copies of the instrument; "Copyright © 2013 James M. Kouzes and Barry Z. Posner. All rights reserved. Used with permission";
- (3) That one (1) electronic copy of your dissertation and one (1) copy of all papers, reports, articles, and the like which make use of the LPI data be sent promptly to our attention; and,
- (4) That you agree to allow us to include an abstract of your study and any other published papers utilizing the LPI on our various websites.

If the terms outlined above are acceptable, would you indicate so by signing one (1) copy of this letter and returning it to me either via email or by post to; 1548 Camino Monde San Jose, CA 95125. Best wishes for every success with your research project.



Cordially,

Ellen Peterson  
Permissions Editor  
Epeterson4@gmail.com



## **APPENDIX C**

### **COVER LETTER TO VIRGINIA LEAGUE OF SOCIAL SERVICES EXECUTIVES**

January 2014

Virginia League of Social Services Executives:

I am a doctoral student at Virginia Commonwealth University under the direction of Dr. William C. Boshier, Distinguished Professor of Public Policy and Education in the Wilder School of Government. My research will study the perceptions of Virginia Local Departments of Social Services executives regarding collaboration and leadership behaviors within the Virginia League of Social Services Executives group.

I understand your time is valuable and limited. However, I would greatly appreciate it if you would take a few minutes (less than 20 minutes) to complete the survey accessible via the provided link (<https://www.surveymonkey.com/s/5K5R6VC>). The instrument will be used for the sole purpose of gathering data. Your participation is completely voluntary, and you may withdraw your responses at any time during the survey. All responses will be confidential. No identifiable data, such as e-mail address or IP address, will be collected or tracked through this survey. Individual participants will not be identified when analyzing or reporting this data. Completing the survey will indicate your permission for the data you submit to be used in this study.

You have the option of receiving the results of the study and the instructions on how to do so are given at the end of the questionnaire. Your input is essential to the success of this study.

You may feel free to contact me or Dr. Boshier if you have any questions or would like clarification of aspects of this study. My phone number is 434-906-1171; my e-mail address is [isbisterje@vcu.edu](mailto:isbisterje@vcu.edu). Dr. Boshier's phone number is 804-827-3290.

Thank you for taking the time to participate in this study; I greatly appreciate your service and effort.

Sincerely,



Jennifer E. Behrens, MSW  
Doctoral Candidate

William C. Boshier, Ed.D.  
Distinguished Professor



## **APPENDIX D**

### **SURVEY INSTRUMENT**

**PARTICIPATION IN THIS STUDY IS VOLUNTARY. ALL RESPONSES WILL REMAIN STRICTLY CONFIDENTIAL.**

**Part I.** Least Preferred Coworker Scale. (1967. Fred. E. Fiedler.)

Instructions. Think of all the different people with whom you have ever worked...in jobs, in social clubs, in student projects, or whatever. Next think of the one person with whom you could work least well, that is, the person with whom you had the most difficulty getting job done. This is the one person (a peer, boss, or subordinate) with whom you would least want to work. Describe this person by circling numbers at the appropriate points on each of the following pairs of bipolar activities. Work rapidly. There are no right or wrong answers.

Pleasant	8	7	6	5	4	3	2	1	Unpleasant
Friendly	8	7	6	5	4	3	2	1	Unfriendly
Rejecting	1	2	3	4	5	6	7	8	Accepting
Tense	1	2	3	4	5	6	7	8	Relaxed
Distant	1	2	3	4	5	6	7	8	Close
Cold	1	2	3	4	5	6	7	8	Warm
Supportive	8	7	6	5	4	3	2	1	Hostile
Boring	1	2	3	4	5	6	7	8	Interesting



Quarrelsome	1	2	3	4	5	6	7	8	Harmonious
Gloomy	1	2	3	4	5	6	7	8	Cheerful
Open	8	7	6	5	4	3	2	1	Guarded
Backbiting	1	2	3	4	5	6	7	8	Loyal
Untrustworthy	1	2	3	4	5	6	7	8	Trustworthy
Considerate	8	7	6	5	4	3	2	1	Inconsiderate
Nasty	1	2	3	4	5	6	7	8	Nice
Agreeable	8	7	6	5	4	3	2	1	Disagreeable
Insincere	1	2	3	4	5	6	7	8	Sincere
Kind	8	7	6	5	4	3	2	1	Unkind

**Part II.** Leadership Practices Inventory – Self (Select domains; Copyright © 2003 James M.

Kouzes and Barry Z. Posner. All rights reserved. Used with permission.)

**Instructions.** Choose the response number that best applies to the statement.

1 – Almost never      2 – Rarely      3 – Seldom      4 – Once in a while      5 – Occasionally  
6 – Sometimes      7 – Fairly Often      8 – Usually      9 – Very Frequently      10 – Almost always

1. I develop cooperative relationships among the people with work with.
2. I actively listen to diverse points of view.
3. I treat others with dignity and respect.



4. I support the decisions that people make on their own.
5. I give people a great deal of freedom and choice in deciding how to do their work.
6. I ensure that people grow in their jobs by learning new skills and developing themselves.

**Part III.** Collaboration Audit (Copyright © 2003 James M. Kouzes and Barry Z. Posner. All rights reserved. Used with permission.)

**IIIA.** Instructions: Rate the extent to which you agree or disagree that each statement describes the actions of people in the Virginia League of Social Services Executives. Use the following scale to indicate your level of agreement or disagreement.

(1) Strongly Disagree (2) Disagree (3) Neither Disagree nor Agree (4) Agree (5) Strongly Agree

Around here, people...

- \_\_\_\_ 1. Act in a trustworthy and trusting manner.
- \_\_\_\_ 2. Ask others for help and assistance when needed.
- \_\_\_\_ 3. Treat others with dignity and respect.
- \_\_\_\_ 4. Talk openly about their feelings.
- \_\_\_\_ 5. Listen attentively to the opinions of others.
- \_\_\_\_ 6. Express clarity about the group's goal.
- \_\_\_\_ 7. Make personal sacrifices to meet the larger group goal.
- \_\_\_\_ 8. Can rely on each other.
- \_\_\_\_ 9. Pitch in to help when others are busy or running behind.



- \_\_\_\_ 10. Give credit to others for their contributions.
- \_\_\_\_ 11. Interact with each other on a regular basis.
- \_\_\_\_ 12. Treat every relationship as if it will last for a lifetime, even if it won't.
- \_\_\_\_ 13. Make it their business to introduce their colleagues to people who can help them succeed.
- \_\_\_\_ 14. Freely pass along information that might be useful to others.
- \_\_\_\_ 15. Relate will to people of diverse backgrounds and interests.

**IIIB.** Instructions: Rate the extent to which you agree or disagree that following statement describes the actions of the Virginia League of Social Services Executives. Use the following scale to indicate your level of agreement or disagreement.

(1) Strongly Disagree (2) Disagree (3) Neither Disagree nor Agree (4) Agree (5) Strongly Agree

- 1. I am satisfied with the leadership of the VLSSE.
- 2. I am satisfied with the performance of the VLSSE.

#### **Part IV. Demographic Information.**

Instructions. Please mark the appropriate box. Please remember that all of your responses will be considered confidential and will be anonymous. Your confidentiality is guaranteed.

- 1. Gender
  - a. Male



- b. Female
- 2. Age
  - a. < 30
  - b. 30-40
  - c. 40-50
  - d. 50-60
  - e. < 60
- 3. Race/Ethnicity
  - a. White
  - b. Black
  - c. Asian
  - d. Hispanic
  - e. Other
- 4. Number of years in current position with your Local Department of Social Services
  - a. 1-3 years
  - b. 4-6 years
  - c. 7-10 years
  - d. 10-12 years
  - e. 13 or more years
- 5. Position with the Virginia League of Social Services Executives (VLSSE)



- a. Elected position (including President, Vice-President, Secretary, Treasurer, Regional Representative)
  - b. Member, non-elected position
6. Region of your Local Department of Social Services
- a. Northern
  - b. Eastern
  - c. Central
  - d. Piedmont
  - e. Southwest
7. Class size of your Local Department of Social Services
- a. Class 1 (< 20 authorized to fill, permanent, full-time equivalent positions)
  - b. Class 2 ( 21 – 80 authorized to fill, permanent, full-time equivalent positions)
  - c. Class 3 (> 81 authorized to fill, permanent, full-time equivalent positions)

**THANK YOU FOR YOUR PARTICIPATION IN THIS STUDY!**

If you would like a copy of the results, please provide your contact information following this screen.



## **APPENDIX E**

### **FIRST SURVEY REMINDER LETTER**

February 2014

Virginia League of Social Services Executives:

I want to take the time to express my appreciation of your participation in the survey if you have taken the brief amount of time to complete it – thank you!

If you have not yet completed the survey, I respectfully request your participation in this survey. I am a doctoral student at Virginia Commonwealth University under the direction of Dr. William C. Boshier, Distinguished Professor of Public Policy and Education in the Wilder School of Government. My research will study the perceptions of Virginia Local Departments of Social Services executives regarding collaboration and leadership behaviors within the Virginia League of Social Services Executives group.

I understand your time is valuable and limited. However, I would greatly appreciate it if you would take a few minutes (less than 20 minutes) to complete the survey accessible via the provided link (<https://www.surveymonkey.com/s/5K5R6VC>). The instrument will be used for the sole purpose of gathering data. Your participation is completely voluntary, and you may withdraw your responses at any time during the survey. All responses will be confidential. No identifiable data, such as e-mail address or IP address, will be collected or tracked through this survey. Individual participants will not be identified when analyzing or reporting this data. Completing the survey will indicate your permission for the data you submit to be used in this study.

You have the option of receiving the results of the study and the instructions on how to do so are given at the end of the questionnaire. Your input is essential to the success of this study.

You may feel free to contact me or Dr. Boshier if you have any questions or would like clarification of aspects of this study. My phone number is 434-906-1171; my e-mail address is [isbisterje@vcu.edu](mailto:isbisterje@vcu.edu). Dr. Boshier's phone number is 804-827-3290.

Thank you for taking the time to participate in this study; I greatly appreciate your service and effort.

Sincerely,



Jennifer E. Behrens, MSW  
Doctoral Candidate

William C. Boshier, Ed.D.  
Distinguished Professor



## **APPENDIX F**

### **SECOND SURVEY REMINDER LETTER**

March 2014

Virginia League of Social Services Executives:

I want to take the time to express my appreciation of your participation in the survey if you have taken the brief amount of time to complete it – thank you!

If you have not yet completed the survey, I respectfully request your participation in this survey. The survey will close at 5 PM (EST) on Friday, March 7, 2014. I am a doctoral student at Virginia Commonwealth University under the direction of Dr. William C. Boshier, Distinguished Professor of Public Policy and Education in the Wilder School of Government. My research will study the perceptions of Virginia Local Departments of Social Services executives regarding collaboration and leadership behaviors within the Virginia League of Social Services Executives group.

I understand your time is valuable and limited. However, I would greatly appreciate it if you would take a few minutes (less than 20 minutes) to complete the survey accessible via the provided link (<https://www.surveymonkey.com/s/5K5R6VC>). The instrument will be used for the sole purpose of gathering data. Your participation is completely voluntary, and you may withdraw your responses at any time during the survey. All responses will be confidential. No identifiable data, such as e-mail address or IP address, will be collected or tracked through this survey. Individual participants will not be identified when analyzing or reporting this data. Completing the survey will indicate your permission for the data you submit to be used in this study.

You have the option of receiving the results of the study and the instructions on how to do so are given at the end of the questionnaire. Your input is essential to the success of this study. You may feel free to contact me or Dr. Boshier if you have any questions or would like clarification of aspects of this study. My phone number is 434-906-1171; my e-mail address is [isbisterje@vcu.edu](mailto:isbisterje@vcu.edu). Dr. Boshier's phone number is 804-827-3290.

Thank you for taking the time to participate in this study; I greatly appreciate your service and effort.



Sincerely,

Jennifer E. Behrens, MSW  
Doctoral Candidate

William C. Boshier, Ed.D.  
Distinguished Professor



## **APPENDIX G**

### **THIRD SURVEY REMINDER LETTER**

March 7, 2014

Virginia League of Social Services Executives:

I want to take the time to express my appreciation of your participation in the survey if you have taken the brief amount of time to complete it – thank you!

Please take a few minutes to take the survey if you have not yet. The survey will close tonight (Friday, March 7<sup>th</sup>) at 5 PM. You will help make the results of this survey mean something to your group by completing this.

You can find the survey at <https://www.surveymonkey.com/s/5K5R6VC>. Your participation is completely voluntary, and you may withdraw your responses at any time during the survey. All responses will be confidential.

Sincerely,

Jennifer E. Behrens, MSW  
Doctoral Candidate

William C. Boshier, Ed.D.  
Distinguished Professor



## APPENDIX H

### FREQUENCIES OF LEADERSHIP PRACTICES INVENTORY (SELF) ITEMS

**I develop cooperative relationships among the people I work with.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Sometimes	1	1.9	1.9	1.9
	Fairly often	2	3.8	3.8	5.7
	Usually	8	15.1	15.1	20.8
	Very frequently	14	26.4	26.4	47.2
	Almost always	28	52.8	52.8	100.0
	Total	53	100.0	100.0	

**I actively listen to diverse points of view.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Fairly often	4	7.5	7.7	7.7
	Usually	12	22.6	23.1	30.8
	Very frequently	15	28.3	28.8	59.6
	Almost always	21	39.6	40.4	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		



**I treat others with dignity and respect.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Usually	5	9.4	9.4	9.4
	Very frequently	15	28.3	28.3	37.7
	Almost always	33	62.3	62.3	100.0
	Total	53	100.0	100.0	

**I support the decisions that people make on their own.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Sometimes	1	1.9	1.9	1.9
	Fairly often	2	3.8	3.8	5.8
	Usually	20	37.7	38.5	44.2
	Very frequently	23	43.4	44.2	88.5
	Almost always	6	11.3	11.5	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		

**I give people a great deal of freedom and choice in deciding how to do their work.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Fairly often	5	9.4	9.4	9.4
	Usually	17	32.1	32.1	41.5
	Very frequently	18	34.0	34.0	75.5
	Almost always	13	24.5	24.5	100.0
	Total	53	100.0	100.0	



**I ensure that people grow in their jobs by learning new skills and developing themselves.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Sometimes	1	1.9	1.9	1.9
	Fairly often	4	7.5	7.5	9.4
	Usually	8	15.1	15.1	24.5
	Very frequently	18	34.0	34.0	58.5
	Almost always	22	41.5	41.5	100.0
	Total	53	100.0	100.0	



## APPENDIX I

### FREQUENCIES OF COLLABORATION AUDIT SUCCESSFUL COLLABORATIVE BEHAVIOR ITEMS

#### Act in a trustworthy and trusting manner.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	1.9	1.9	1.9
	Disagree	1	1.9	1.9	3.8
	Neither disagree nor agree	3	5.7	5.7	9.4
	Agree	30	56.6	56.6	66.0
	Strongly agree	18	34.0	34.0	100.0
	Total	53	100.0	100.0	

#### Ask others for help and assistance when needed.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neither disagree nor agree	2	3.8	3.8	3.8
	Agree	29	54.7	55.8	59.6
	Strongly agree	21	39.6	40.4	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		



**Treat others with dignity and respect.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	3.8	3.8	3.8
	Neither disagree nor agree	5	9.4	9.4	13.2
	Agree	32	60.4	60.4	73.6
	Strongly agree	14	26.4	26.4	100.0
	Total	53	100.0	100.0	

**Can rely on each other.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	1.9	1.9	1.9
	Disagree	2	3.8	3.8	5.7
	Neither disagree nor agree	7	13.2	13.2	18.9
	Agree	27	50.9	50.9	69.8
	Strongly agree	16	30.2	30.2	100.0
	Total	53	100.0	100.0	

**Interact with each other on a regular basis.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	5.7	5.7	5.7
	Neither disagree nor agree	6	11.3	11.3	17.0
	Agree	29	54.7	54.7	71.7
	Strongly agree	15	28.3	28.3	100.0
	Total	53	100.0	100.0	



**Freely pass along information that might be useful to others.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	6	11.3	11.3	11.3
	Neither disagree nor agree	5	9.4	9.4	20.8
	Agree	21	39.6	39.6	60.4
	Strongly agree	21	39.6	39.6	100.0
	Total	53	100.0	100.0	



## APPENDIX J

### FREQUENCIES OF COLLABORATION AUDIT DISAGREEMENT OR NO AGREEMENT ITEMS

#### Talk openly about their feelings.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	1.9	1.9	1.9
	Disagree	5	9.4	9.4	11.3
	Neither disagree nor agree	13	24.5	24.5	35.8
	Agree	24	45.3	45.3	81.1
	Strongly agree	10	18.9	18.9	100.0
	Total	53	100.0	100.0	

#### Listen attentively to the opinions of others.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.8	3.8	3.8
	Disagree	5	9.4	9.4	13.2
	Neither disagree nor agree	6	11.3	11.3	24.5
	Agree	31	58.5	58.5	83.0
	Strongly agree	9	17.0	17.0	100.0
	Total	53	100.0	100.0	



**Make personal sacrifices to meet the larger group goal.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.8	3.8	3.8
	Disagree	5	9.4	9.4	13.2
	Neither disagree nor agree	13	24.5	24.5	37.7
	Agree	20	37.7	37.7	75.5
	Strongly agree	13	24.5	24.5	100.0
	Total	53	100.0	100.0	

**Pitch in to help when others are busy or running behind.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	5.7	5.7	5.7
	Neither disagree nor agree	12	22.6	22.6	28.3
	Agree	28	52.8	52.8	81.1
	Strongly agree	10	18.9	18.9	100.0
	Total	53	100.0	100.0	

**Give credit to others for their contributions.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.8	3.8	3.8
	Disagree	3	5.7	5.8	9.6
	Neither disagree nor agree	7	13.2	13.5	23.1
	Agree	27	50.9	51.9	75.0
	Strongly agree	13	24.5	25.0	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		



**Treat every relationship as if it will last for a lifetime, even if it won't.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.8	3.8	3.8
	Disagree	10	18.9	19.2	23.1
	Neither disagree nor agree	24	45.3	46.2	69.2
	Agree	13	24.5	25.0	94.2
	Strongly agree	3	5.7	5.8	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		

**Make it their business to introduce their colleagues to people who can help them succeed.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	1.9	1.9	1.9
	Disagree	8	15.1	15.1	17.0
	Neither disagree nor agree	11	20.8	20.8	37.7
	Agree	23	43.4	43.4	81.1
	Strongly agree	10	18.9	18.9	100.0
	Total	53	100.0	100.0	



**Relate well to people of diverse backgrounds and interests.**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.8	3.8	3.8
	Disagree	3	5.7	5.8	9.6
	Neither disagree nor agree	7	13.2	13.5	23.1
	Agree	26	49.1	50.0	73.1
	Strongly agree	14	26.4	26.9	100.0
	Total	52	98.1	100.0	
Missing	System	1	1.9		
Total		53	100.0		



## VITA

**JENNIFER E. BEHRENS, MSW, PhD**

### EDUCATION

**PhD, Public Policy and Administration. Virginia Commonwealth University, Richmond, VA.** August 2008 – May 2014. L. Douglas Wilder School of Government and Public Affairs.

- Political Processes and Institutions
- Law and Public Policy
- Economic Policy Analysis
- Public Policy and Administration
- Research Methods & Statistical Analysis
- Legislation Impact Analysis
- Policy Analysis Position Statements
- PK-20 Initiatives – Policy and Practice

**Master of Social Work. Virginia Commonwealth University, Richmond, VA.** August 2006. Concentration: Social Work Administration, Planning and Policy Practice.

- Evidence-based Decision-making through Clinical Foundation Curriculum
- Advanced Research, Administration, Planning, & Policy Practice Concentration Curriculum
  - Social and Economic Justice
  - Differential Advocacy Strategies
  - Organizational Development
  - Qualitative and Quantitative Research Methods
  - Formative and Summative Evaluations
  - Budget Management
  - Legislative Briefs

**Bachelor of Arts (Psychology). University of Virginia, Charlottesville, VA.** May 1999.  
Research Assistant.

### EXPERIENCE

**Senior Consultant, International Consulting Services, LLC.** May 2013 – Present.

- **Operations Manager, Cross Sector Digital Identity Initiative.** May 2013 – Present. Serves as Operations Lead for the pilot identity ecosystem project, coordinating a consortium of professionals from industry leading public and private sector organizations. Develop and implement a trust framework governance structure of federated ecosystems, including business, legal and technical specifications. Develop and implement administrative and technical onboarding implementation guides and



certifications. Manage application process, onboarding, and production lifecycles of Users, Relying Parties, Identity Providers, Attribute Verifiers, Attribute Providers, Credential Service Providers and Privacy Enhancing Technology Providers in ecosystem. Act as chief administrative officer to serve CSDII Governing Board Chair. Oversee operations of core pilot team, including management of events, press releases, meeting scheduling and work processes. Coordinate long-term strategic asset development and business development, including delineation of use cases and participant-specific value propositions and cost models developed by sound econometric methodology.

- **Data Governance IT Strategist, Commonwealth Data Governance**, Virginia Information Technologies Agency. May 2013 – Present. Liaise with Commonwealth Data Governance Service Lead and Enterprise Data Management team in regards to data governance structure including trust framework documentation and administrative and technical onboarding implementation processes.

**Program Manager, Outcome Based Reporting and Analysis Unit**, Office of Research and Planning, Virginia Department of Social Services. Richmond, VA. February 2012 – May 2013.

- Supervise and lead information and performance management for Division, including management of advanced statistical analysis for regular and ad hoc local, state and federal reporting and presentations to VDSS Leadership, State Board of Social Services, and internal and external stakeholders, including public and media audiences
- Project management integrating data across Departments and Secretariats (OCS, DOE, VDH, DMAS, VSP), including facilitation of program staff to obtain GIS certification to enhance Division skills and capacity using statistical software and platforms including SPSS, ArcGIS, ESRI
- Lead information systems development, including guiding business requirement development, coordination of scope assessment, oversight of business liaising with programming, testing, implementation and evaluation, and business administration of maintenance of legacy systems integration with contemporary iLog business rules engines, including eHHR initiatives
- Supervise management of contract/grant administration, performance-based contracting, FFATA requirements, sub-recipient monitoring, and APA requirements, initiate program staff to obtain VCA certification to enhance Division skills and capacity

**Acting Quality Assurance and Accountability Manager**, Division of Family Services, Virginia Department of Social Services. Richmond, VA. April 2012 – March 2013. Leadership of four unit team for quality assurance and business management of information systems for



Division, additionally leading administrative policy/practice recommendations and project management for Secretary, Commissioner, Deputy Commissioners, Division Directors and staff, and collaborating with ancillary agencies, establishing vendor relationships, and maintaining inter- and intra-HHR systems and data interoperability efforts:

- Outcome Based Reporting and Analysis Unit (1 Program Manager, 6 Program Staff)
  - Supervise and lead information management, including Investment Board and Information Technology Oversight and Compliance Office representation, project management and information systems development, asset development and budget management, and management of business administration of complex architecture requirements and systems development, implementation, testing and production focused on data interoperability, increased systems efficiency, comprehensive operationalization and standardization of units of data and consideration of statistical and financial modeling integrated within case management systems
  - Supervise and lead procurement and contract/grant administration including business requirement development, initiating RFI/RFP projects, scope assessment, budget management according to legal and procurement standards; initiated standard MOU/MOA document for DFS accepted by VDSS Director of Procurement
  - Lead and manage staff advanced analytics efforts and compliance with data management standards; co-initiated standard data sharing agreement accepted by VDSS Chief Information Security Officer
  - Manage DFS Program Managers and staff on sub-recipient monitoring, including FFATA requirements
- Title IV-E Compliance Review Unit (1 Supervisor, 12 Program Staff, 1 Administrative Assistant)
  - Project Manager for Health and Human Resources Secretariat for Title IV-E Automation and Quality Assurance Project, requiring weekly Project Status Reports submitted to HHR Secretary and regular meetings with Directors, Deputy Commissioners, Commissioner, HHR Information Services Advisors; leadership of multiple oversight and automation workgroups and committees
  - Supervise management of compliance reviews, including payment error accountability
  - Supervise policy development, guidance, training and evaluation
  - Oversight of DFS coordination with Division of Finance on financial and statistical data analysis
- Adoption Assistance Review Unit (1 Supervisor, 4 Program Staff)



- Supervise management of compliance reviews, including payment error accountability
- Supervise payment training and evaluation
- Oversight of DFS coordination with Division of Finance on financial and statistical data analysis
- CQI Unit (1 Program Manager, 5 Program Staff)
  - Liaise directly and provide guidance to Program Manager of unit that performs quality assurance evaluation of performance of services staff in local agencies, through mechanisms including VDSS Quality Service Reviews and Federal Children and Family Services Reviews

**Manager, Office of Program Accountability,** Albemarle County Department of Social Services. Charlottesville, VA. July 2007-February 2012.

- Supervise and lead information management for Department
  - Data analysis, including methodology, outcome measurement, performance management
  - Report development and presentation
    - *2011 United States Senate Productivity and Quality Award for Virginia (SPQA)*; Primary author; Steering Committee and workgroup membership
  - Policy evaluation and analysis
- Develop and implement performance management strategies, strategic planning efforts, and continuous quality improvement assessments and plans
- Supervise Office of Program Accountability and Front Office staff, interns and volunteers
- Budget preparation participation
- Identify, facilitate intra-/inter-agency efforts upon, author and submit grant proposals
- Provide expert advice, consultation, assistance and training to local and state managers and directors
- Lead teams, managers, Albemarle County, stakeholders, state and federal government entities in data analysis, policy evaluation and performance management
- Strategic Plan leadership, including ongoing workgroup membership as well as lead on performance management and development of data book to support development of triennial plans
- Implementation of innovative web-based performance management information system, including developing business requirements, program design, testing, implementation and County-promotion
  - *Awarded presentation at 2010 Northeast Conference on Public Administration @ Rutgers University*



- Facilitate focus groups for County feedback loops and continuous quality improvement efforts, including sampling methodology, logistics oversight, topic area question consultation/development, convening and guiding focus group discussion, report development and submission
  - Performance management system – public leaders convened for evaluation of performance management system
  - Internal-department process and performance – internal stakeholders convened for evaluation of process and performance work efforts and opportunities for improvement
  - Executive-level – County Executive’s Office and Management and Budget leaders convened for evaluation of annual budget development process

**Senior Social Worker, Substance Abuse Liaison**, Charlottesville Department of Social Services. Charlottesville, VA. July 2002 – June 2007. Foster care case management, Family Treatment Court Eligibility Committee, Family Treatment Court Board, Task Supervisor, 2004-07 State Best Practices Team.

**Social Worker**, DePaul Family Services. Charlottesville, VA. September 2000 – July 2002. Case management services for children placed in therapeutic foster care, including home visitation, assessment of needs/strengths, management of/counsel to foster families, documentation of progress/impediments, collaboration with contracting DSS agencies/community resources, participation in court hearings, utilization of knowledge of familial pathologies and dynamics, supervision of DFS mentors.

**Family Support Worker**, Healthy Families, Crossroads Community Services Board. Farmville, VA. August 1999 – September 2000. Provision of intensive home visitation services to at-risk families, including case management, collaboration with agencies, transportation of clients, promotion of positive parenting skills, maintenance of medical homes, facilitation of support groups and community forums.

**Community Attention Staff**, Community Attention. Charlottesville, VA. June 1998 – August 1999. Service provision in Attention Home group home, Teens G.I.V.E experiential learning program, and Electronic Monitoring juvenile delinquent monitoring program.

**Program Director**, Big Sibling Program, Madison House. Charlottesville, VA. 1997- 1999. Operations Program Director, Site Program Director, Volunteer.



## MANAGEMENT & LEADERSHIP SKILLS

- Project Management of stakeholders in collaborations across Secretariats, Departments and with multiple private agencies
- Management Information Systems development, testing, implementation, evaluation
- Development of Performance Management System
- Commitment to legal Procurement standards and protocols with successful contract initiation, development and management experience
- Successful development and implementation of standard data sharing agreement in compliance with all state and federal codes
- Successful team facilitation & leadership
- Proactive assessment and negotiation capabilities
- Data analysis, including statistical software package expertise (SPSS, Excel) and social science data bases
- Customer service focus and delivery
- Strategic Planning development and endorsement expertise
- Scholarly research, evidence-based decision-making
- Policy development, analysis and evaluation
- Legislative brief development and dissemination
- Knowledge Management System expertise
- IRB Certified & VDSS IRB Committee member
- Data integrity consultation and direction
- Continuous Quality Improvement concentration
- Promotes and inspires others to embrace values, mission and vision of organization
- Consistently plans and executes goals and objectives
- Expert focus group facilitation
- Grant development and submission
- Oversight of sub-recipient monitoring
- Management of contract and grant administration, including administration of performance-based contracting

## AGENCY LEADERSHIP

Virginia Department of Social Services (February 2012 – May 2013)

- HHR Title IV-E Project Manager: Automation and Quality Assurance
- DFS Leadership Team
- Strengthening Families Initiative Data Workgroup
- DFS Managing By Data Team Facilitator
- IRB Committee Member
- SharePoint 2010 Committee Member
- CommonHelp Customer Portal Customer Evaluation Committee Member



#### Albemarle County Government (July 2007 – February 2012)

- Innovative Leadership Institute Member
- Performance Management Team
- Climate Survey Team
- DSS Information Management Functional Team
- DSS Managers' Team
- DSS Strategic Plan Data Team
- DSS Limited English Proficiency Workgroup
- DSS Leadership Team
- DSS 2011 Senate Productivity and Quality Award (SPQA) Steering Committee

#### COMMUNITY & ORGANIZATIONAL INVOLVEMENT

Charlottesville/Albemarle Adult Drug Court Board (2005-present)

Virginia Department of Social Services Business Intelligence Steering Committee (2007-2009)

Virginia League of Social Services Executives Information Management Team (2007-2008)

Charlottesville/Albemarle Commission on Children and Families Partnership For Children Data Team (2008-2012)

Charlottesville/Albemarle Smart Beginnings – United Way Thomas Jefferson Area Measuring School Readiness Committee (2009-2012)

DePaul Community Resources Community Advisory Board (2010 – 2012)

VDSS Managing By Data Team (Family Services, Adult Services) (2007 – present)

VDSS Executive Managing by Data Committee (2012)

Virginia Homeless Data and Coordination Committee (2011-2012)

Thomas Jefferson Health District Community Health Assessment Team (2011-2012)

Albemarle County Learn Local Faculty (2007-2012)

Virginia Commonwealth University PhD Public Policy and Administration Program Mentor (2011-2012)

Virginia Department of Social Services Data Shared Learning Collaborative Team (2011-2013)



## AWARDS AND RECOGNITIONS

*2013 Pi Alpha Alpha National Honor Society for Public Affairs and Administration*

*2012 Advanced Analytics for Child Welfare Administration course graduate, Chapin Hall, University of Chicago.*

*2011 United States Senate Productivity and Quality Award for Virginia (SPQA) Certificate for Commitment to Performance Excellence award winner– Albemarle County Department of Social Services lead author & SPQA Steering Committee member*

*2011 Virginia Commonwealth University L. Douglas Wilder School of Government and Public Affairs Leigh Grosenick Award - awarded for writing the best paper in the PhD Public Policy and Administration Program*

*2011 Innovative Leadership Institute Outstanding Dedication and Performance Award; Albemarle County, Virginia*

*2011 Innovative Leadership Institute “If You Build It They Will Come” Award; Albemarle County, Virginia – SharePoint Capstone Team*

*2010 Northeast Conference on Public Administration @ Rutgers University Presentation - Results During Time of Fiscal Stress: University Students Join Practitioners to Create County’s First Web-based Performance Management System*

*vLeader 2007 Experience Level One Certification*

*Employee Recognition (Total Rewards); Albemarle County*

- *October 2010*
- *June 2011*
- *October 2011*