

MULTI-AGENCY COLLABORATION AGAINST DOMESTIC VIOLENCE:  
LEARNING FROM A 10-YEAR EFFORT

By

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To the Faculty of Washington State University:

The members of the Committee appointed to examine the dissertation of ROBERT LINCOLN find it satisfactory and recommend that it be accepted.

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## ACKNOWLEDGMENTS

As is the research endeavor described in the following pages, this dissertation, addressing the varied issues associated with collaborative partnerships, is itself very much a collaborative effort. While I can be credited or blamed for the content of this work, there are many others who indeed are just as much responsible for its completion.

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Abstract

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This dissertation concerning the Spokane Regional Domestic Violence Team is an attempt to address the broad question regarding the use of collaborative processes to address wicked social problems. Can the specialized domestic violence team that putatively emphasizes active collaboration between law enforcement, prosecutors, judges, criminal victim advocates, and treatment providers be successfully implemented, endure, and change the process through which the wicked problem of domestic violence is addressed and cases of criminal offense are adjudicated?

Between 1997 and the initiation of this study, the SRDVT's membership has been reconstituted a number of times. This study seeks to capture many perspectives of the coalition and its history by, in part, interviewing all of the present members and as many of the past members as possible of the various member organizations.

Special attention has been given to the roles adopted by each of the participating agencies and the character of their relationships over time within the context of the SRDVT collaborative process.

The aim of the study is to identify and document lessons learned from this case study with broader applicability to collaborating in anti-domestic violence consortiums generally. This study used the analytical model developed out of the Kellogg Foundation efforts to learn how *empowerment*, *social ties*, and *synergy*, when considered together, form a critical core set of proximal outcomes in the context of the SRDVT's long-term collaborative partnerships. Prior to the development of this experience-based ideal type model, neither the characteristics of the collaborative process nor the leadership and management practices that undergird these characteristics had been studied in relation to the SRDVT.

The study used data from a survey administered to approximately 40 past and present members of the Spokane Regional Domestic Violence Team. The population receiving the survey consisted of the policy board members, law enforcement, prosecutors, judges, and community-based victim advocates.

Unlike the majority of evaluations done on collaborative partnerships, which have focused primarily on their impact upon immediate manifest goals, the intent of this survey was to focus on the impact of the collaborative process in achieving those goals. The survey instrument developed on the basis of the experience of the Kellogg Foundation-funded public health collaborative partnerships is designed to measure the

processes that achieve three proximal outcomes: individual empowerment, bridging social ties, and synergy.

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## **Dedication**

Cindy Lincoln  
1952 – 2003

To my wife Cindy whose love and deep commitment to her family serves as an inspiration to achieve what we thought impossible.

## CHAPTER ONE

### INTRODUCTION

In recent years literally thousands of communities have been working to broaden the involvement of locally-based organizations in addressing wicked community problems. While many communities have witnessed noteworthy accomplishments using this approach to problem-solving, more typically communities are having substantial difficulty in achieving their collaborative objectives. Many of these communities experiencing difficulty in the accomplishment of effective collaboration are looking for ways to get more benefit out of their respective investments.

There is no doubt that some communities have made great progress in addressing some of their most vexing problems – including some seemingly intractable ones – using the approach of collaborative partnerships. Nonetheless, collaborative problem solving is far from universally successful (see the critical review set forth in **Norris, 2001**). It is quite possible that some communities could address their most wicked problems involving multiple dimensions of causation just as well using more traditional, non-collaborative approaches. Consequently, it is not clear that the substantial additional time, effort and resources involved in multi-agency collaboration is warranted. In fact, many communities are not successful in their collaborative efforts despite prolonged efforts. Given the considerable difficulty of engaging a broad array of people and organizations in a collaborative partnership problem solving process, it is difficult to tell whether the problem lies with the collaborative partnership approach to problem solving or with the way the collaborative partnership process has been implemented in each specific circumstance where it is attempted (**Norris, 2001**).

To add to the problem of assessing the merits of the collaborative partnership approach, it is commonly the case that motivations for participation are not entirely goal-oriented in many locally-based collaborative partnerships. This fact raises questions concerning whether public agencies and community-based groups are motivated to participate primarily out of self-interest – to protect their “turf” and/or “get the federal grant funds” – or out of a genuine desire to join in a “common cause.” There may be partners who consciously or unconsciously strive to remain in control, protecting their own interests at any cost. These sentiments affect each agency’s sense of safety, security, and membership in the wider systems represented in the collaborative partnership process.

Perceptions of waning interest in collective activities, lack of organization, irregular scheduling of meetings, and unclear expectations of participants are all symptoms of unclear goals and divergence of participant expectations. Although collaborative partnership efforts may offer the best hope for long-term solutions to many wicked problems of public safety, environmental sustainability and public health faced by local communities, organizational engagement problems and the failure to frame achievable goals and develop genuinely shared expectations among partner agencies and organizations pose serious potential threats to effective collaboration and the ultimate realization of collective action goals being sought by the partners engaged in the process.

Gray correctly points out that although both cooperation and coordination may both occur as part of the early process of collaboration, effective collaboration universally represents a longer-term, increasingly integrated process “through which parties who see different aspects of a problem...constructively explore their

differences...search for solutions that go beyond their own limited vision of what is possible” (1989, 5) and implement those solutions jointly. In her in-depth interviews with public agency directors conducted between 1995 and 2000, Thomson (2001a) found that, in contrast to the ease with which they described cases of “cooperation,” agency directors frequently used complex metaphors to describe the process of “collaboration.” They used colorful illustrative terms such as “stepping into other people’s shoes,” “the combination of hydrogen and oxygen atoms to form water,” and “combining yellow and green circles to form a large blue circle.”

There has been a great deal of rhetoric advocating the use of collaboration, and that advocacy has produced both federal agency and private foundation support for collaborative partnerships throughout the country. Both public and private non-profit agencies are increasingly joining forces in an effort to address a wide array of social problems affecting the country such as drug addiction, growing rates of poverty in the midst of plenty, and high levels of gun crime and violence. Criminal justice partnerships have been used for objectives including enhanced enforcement (**Evans, 1997**), the effective sharing of information (**Brazeau & Peterson, 2000**), improving relationships with the public (**Pressman, Chapman, & Rosen, 2002**), and simply reducing crime through the pooling of resources to promote crime prevention. Whereas the 1980’s witnessed an explosion in business-to-business partnerships (**Barkema, Shenkar, Bermeulen, & Bell, 1997; Shenkar & Li, 1999**), the 1990’s fostered an “unprecedented surge in interest and activity between business firms and nonprofits (**Crane, 2000, p. 163**). These collaborations, especially those involving the natural environment, are often described in considerable detail with respect to coordinated activities (**Bendell, 2000;**

**Lober, 1997; Murphy & Bendell, 1997**), but their internal dynamics are rather under-explored in this literature (**Crane, 2000**).

Responding to the promising potential of collaborative partnerships to enhance the effectiveness of collective efforts to address wicked problems close to the source of those problems at local community levels of action, prominent philanthropic foundations and many federal, state and local governmental agencies in the United States have invested hundreds of millions of dollars in the promotion of partnership initiatives (**Israel et al. 1998; Mitchell & Shortell, 2000; Galea et al., 2001**). While these examples of local public agencies and community-based organizations coming together to address their community problems are indeed noteworthy, many of the agencies and groups involved in these efforts do not fully grasp the multiple dimensions of the collaborative process or know how to evaluate its effectiveness. In fact, many partners in such efforts become disillusioned when they begin to struggle to define their own role in the collaboration.

Engaging community-based groups and local agencies (public and nonprofit) in a collaborative partnership is not about inviting them to be foot soldiers for an already determined initiative, but rather it is about urging the collaboration to take on a process that engages all members in identifying common issues, shared problems, and consensual goals and mobilizes resources and prioritizes problems, and implements strategies which reflect synergies of creative thought and coordinated common effort.

Collaborative partnerships can be effective when partner agencies and community-based groups are willing to move past the prevailing activity-based approach that leads everyone to work in their respective “silos” and move to an issue-based model



of problem solving. For example, if reducing domestic violence is the overriding objective, it might be more effective to engage all the partners in discussion of the theories, conditions, and circumstances surrounding and relating to it, including those issues that have historically been deemed important but not necessarily in the purview of any of the public agencies and community-based groups involved in the collaborative partnership. Difficult community problems such as domestic violence are multifaceted and require complex solutions; seldom can they be addressed effectively by focusing on one aspect of the problem at a time, or in isolation from related phenomena. The collaborative process allows addressing issues from multiple perspectives and the development of broadly-based countermeasures.

The multi-disciplinary approach at the heart of collaborative partnerships requires the development of unconventional pathways through which public agency and community-based group leaders can come to have an ameliorative impact on wicked problems such as domestic violence. It has been broadly assumed that the compelling logic of the collaborative partnership approach to addressing the specific wicked problem of domestic violence would appeal strongly to the public and nonprofit agencies and community-based groups engaged in dealing with the problem, and that the “unconventional” pathways to collective action developed by partner agencies and groups and communities throughout the country would be able to secure a safer environment for those at risk of victimization from domestic violence.

### **Violence Against Women Act (VAWA)**

The *Arrest Polices Program* supported under VAWA required criminal justice agencies to enter into collaborative partnerships with local non-profit, non-governmental

victim services providers to encourage the development of coordinated community responses to domestic violence. The idea underlying this particular initiative against domestic violence was for the amount of communication and productive cooperation to increase between and among criminal justice agencies and relevant community-based organizations. Police officers, victims witness assistance staff, prosecutors, probation officers, and victim advocates were encouraged to discuss individual cases among themselves and brainstorm ways it might be possible to enhance victim safety and promote effective offender arrest, prosecution and treatment outcomes. The track record for the program suggests that the degree to which collaboration occurs is often dependent on a number of factors, among them being both the prior history of interagency relations and the character of individual leader personalities involved in deciding upon the scope of the problems addressed and range of collective efforts attempted.

The Spokane Regional Domestic Violence Team is a multi-agency organization that in principle began with an agreed-upon set of goals and decision-making processes. Despite the existence of formal agreements and Memoranda of Understanding, there have been ongoing questions concerning the pre-existing relationships of the various players, and to what extent they were genuinely involved in the planning leading up to the grant proposal and the eventual collaborative partnership implementation planning done upon receipt of the federal funding. This study represents a systematic evaluation of the Spokane Regional Domestic Violence Team's (SRDVT) efforts after ten years of existence.

This study will examine how the SRDVT implemented the VAWA Arrest Policies Program project, how it identified important domestic violence issues to be

addressed, how it made modifications in its operations, and how it was sustained for ten years. Major reliance in the design of the evaluation will be placed upon the insight derived from the materials developed by the *Pathways to Collaboration Workgroup* funded by the W.K. Kellogg Foundation and documented in the form of the identification of the principal philosophical and practical challenges to be met in collaborative partnerships. These insights were derived from a detailed *comparative case study analysis* of 41 public health collaborative partnerships funded by the Kellogg Foundation. The research in question was carried out by prominent researchers at the Center for the Advancement of Collaborative Strategies in Health at the New York Academy of Medicine.

### **Spokane Regional Domestic Violence Team**

In 1996, collaborating agencies that eventually formed the Spokane Regional Domestic Violence Team (SRDVT) Policy Board met to address local criminal justice system inadequacies in an attempt to more effectively meet the demands arising from, and further understand the complexities associated with, domestic violence cases arising in their region of the state. A systemic response to the increasingly serious problem that would provide successful proactive intervention and would increase both victim safety and offender accountability required a comprehensive and coordinated approach to joint and collective action that included the coordinated efforts of several criminal justice agencies and several nonprofit agencies and community-based victim services providers.

A governing structure for the SRDVT was established featuring a *Policy Board*, with that board being composed of the highest ranking person from each of the original seven

collaborating agencies, an *Operations Board* consisting of mid-management personnel from each constituent agency, and a *Team Representatives Board*, featuring a member from the advocates, detectives, prosecutors and support staff. The policy board members entered into a formal contract and developed a detailed Memorandum of Understanding (MOU) featuring highly delineated roles and responsibilities. According to the provisions of the MOU, all team members were to enjoy “equality and parity” in the collective activities undertaken by the SRDVT. Each of the partners in the collective enterprise was to have the authority to commit personnel, resources, and make policy decisions in their own organizations supportive of SRDVT goals and objectives. The team representatives were to act as a representative group from their various disciplines to determine day-to-day operating procedures. Issues arising were to be brought forward, discussed within their representative agencies, and brought back for issue resolution and ultimate implementation by the SRDVT.

This study of the SRDVT can help address the broader question regarding the use of collaborative partnership processes to address wicked social problems. Can the specialized domestic violence team that putatively emphasizes active collaboration between law enforcement, prosecutors, judges, criminal victim advocates, and treatment providers be successfully implemented, endure, and change the process through which the wicked problem of domestic violence is addressed and cases of criminal offense are adjudicated? An investigation of this question can shed light on the question of whether the “unconventional pathways” of agency and group leadership which characterize successful collaborative partnerships in other areas of public policy have a direct analog in this important area of the criminal justice system.

Special attention will be given to the roles adopted by each of the participating agencies and the character of their relationships over time within the context of the SRDVT collaborative partnership process. The aim of the study is to identify and document lessons learned from this case study with broader applicability to collaborating in anti-domestic violence consortiums generally. This study will use the analytical model developed out of the Kellogg Foundation efforts to learn how *empowerment*, *social ties*, and *synergy*, when considered together, form a critical core set of proximal outcomes in the context of the SRDVT's long-term collaborative partnerships. Prior to the development of this experience-based ideal type model, neither the characteristics of the collaborative process nor the leadership and management practices that undergird these characteristics had been studied in relation to the SRDVT.

### **The W.K. Kellogg Foundation Community Health Governance (CHG) Model**

The analytical model developed out of the Kellogg Foundation efforts to learn from the foundation's massive investment in 41 collaborative partnerships around the country is unique in that it represents the first time that *empowerment*, *social ties*, and *synergy* have been considered together as a critical core set of proximal outcomes in the context of long-term collaborative partnerships. Moreover, prior to the development of this experience-based ideal type model, neither the characteristics of the collaborative process nor the "unconventional pathways" leadership and management practices that undergird these characteristics had been considered in relation to all three of these essential proximal outcomes.

The Kellogg Foundation's delineation of proximate outcomes for collaborative partnership processes is particularly useful because it brings a focus on the quality and nature of the interactions taking place among collaborating partners. It identifies the types of interactions which are necessary for success, and offers an analytical framework for measuring the collaborative activity itself in ways that can begin to test the collaborative partnership approach's explicative power in any particular application of the approach.

Although the model explicated here--namely community-based public health promotion through governance practices inspired by collaborative partnership arrangements--was developed to explain a particular kind of collaborative problem-solving process, its applicability is considerably broader. The purpose of the CHG process promoted by the Kellogg Foundation is to enable diverse people and organizations to work together on an ongoing basis to identify, come to understand, and collectively solve multiple problems that have a negative impact on community health. While the model hypothesizes that multi-issue collaborations with an agenda-setting capacity are needed to rectify the obvious shortcomings with conventional problem-solving, most aspects of the model are relevant to collaborative partnerships taking up a somewhat narrower scope of action.

In addition, since the critical characteristics of the process can be realized in many different ways, depending on the unique circumstances of the local environment, the ideal type model under consideration is not limited to any particular kind of collaborative context. The model not only resonates with these diverse collaborations, but it provides them with a common framework for identifying and dealing with the particular wicked

problem challenges they face and for establishing locally-tailored structures to support their collaborative process. The multi-disciplinary scope of the Kellogg Foundation CHG model and its broad applicability are important because these features are at the heart of the model's potential usefulness in addressing concerns and challenges related to any collaborative partnership effort – including that of the Spokane Regional Domestic Violence Team.

This study will assess the extent to which each of the following conditions was attained, conditions which the Kellogg Foundation researchers identified as critical characteristics needed in order to achieve the three proximal outcomes of partner engagement and *empowerment*, the building of *trusting social ties* among partners, and the accomplishment of *synergies of thought and collective action*.

1. Engaging the appropriate people and organizations is central.
2. The ability of the collaborative partnerships to achieve a high level of synergy is related to the sufficiency of the partnership's non-financial resources (i.e., knowledge, skills, and expertise).
3. Participants need to be involved in ways different from the usual ways of doing business in community public policy work.
4. The collaborative partnership problem-solving process needs to be structured so that it is feasible for a broad array of people and organizations to be involved.
5. The participants need to have real influence in, and control over, the collaborative process.
6. To empower people, build bridging social relationships, and create synergy a collaborative partnership process needs to enable a group of diverse participants to talk, to learn from, and work with each other over an extended period of time.
7. The collaborative processes need to be ongoing and iterative for an extended period, and include active agenda setting as well as planning and action in its work, and its work needs to focus on multiple issues and problems.
8. Ultimately the success of any collaborative partnership depends on the way it is run and managed. Leadership style and management practices influence the success of collaborations by determining who is involved in the process, how participants are involved, and the scope of the process.

9. To achieve the critical characteristics of a collaborative process the leaders and staff of a collaborative partnership need to play certain roles and carry out certain functions as follows: (a) promote broad and active participation; (b) ensure broad-based influence and control; (c) facilitate productive group dynamics; and (d) extend the scope of the process.
10. Collaborative partnerships require a diverse group of leaders, and a key role of these leaders is to promote and build broad-based involvement in the process.
11. Leadership and management practices within a collaborative partnership need to play critical roles to prevent these powerful participants from exercising undue influence that compromises the integrity of the collaborative process.
12. A critical role of leadership and management is to make certain that sufficient time is allotted for the group process to evolve fully and become institutionalized among the partners.

The research framework provided by the Kellogg Foundation's efforts to bring together the concepts of collaborative partnerships and "evidence based practice" in the arena of public health promotion is based on a comparative case study methodology carried out by gifted researchers' supplied with ample Kellogg Foundation resources [the second largest private philanthropic foundation in the U.S.]. Studies to date using the CHG model in the assessment of public health collaborative partnerships suggest that many public and nonprofit agencies and community-based organizations may be inadvertently compromising their success by the way they are going about collaboration. In 2004, the Center for the Advancement of Collaborative Strategies in Health at the New York Academy of Medicine organized a "joint-learning work group" to enable nine collaborative partnerships involved in the *Turning Point Initiative* to learn not only from each other, but also from the broader experience of problem solving through collaborative partnership efforts. These geographically and socio-demographically diverse partnerships – located in Chautauqua County, New York; Cherokee County, Oklahoma; Decatur, Illinois; New Orleans, Louisiana; New York City, New York; north



central Nebraska; Prince William County, Virginia; Sitka, Alaska; and Twin Rivers, New Hampshire – represent a subset of the 41 local grantees that were funded by the W.K. Kellogg Foundation in 1997 to use collaborative partnerships to transform and strengthen the public health infrastructure of their respective communities (**Baxter, 2001; Nicola & Berkowitz, 2002; Sabol, 2002**). The nine partnerships were brought together because they all sought to achieve the goal of the Turning Point Initiative in a similar way – by establishing processes that enable them to work together effectively to define and assess the health of the community; to identify and understand the nature of the principal problems to be addressed; and, to leverage their complementary strengths and resources to solve high priority community health problems.

The same conclusion regarding the possible suboptimal effectiveness being achieved in the Kellogg public health grant-funded projects may be warranted in the case of the many collaborative partnerships created under the auspices of the Arrest Policies Program supported under the Violence Against Women Act. This study of the Spokane Regional Domestic Violence Team should provide at least a partial glimpse into the possibility.

The CHG model incorporates the critical characteristics of a collaborative partnership process (who is involved, how participants are involved, and the scope of the process) and the special qualities of shared leadership and facilitative management required to support specific mechanisms through which collaborative partnerships can become effective in addressing wicked problems. A first step in applying the CHG model to an assessment of the Spokane Regional Domestic Violence Team collaborative partnership is to sketch out the history of that multi-agency effort. That history is set

forth in the following chapter. After that historical overview is set forth, Chapter Three presents a review of the literature on collaborative partnerships employed as a means of dealing with wicked problems in public policy. Following that literature review Chapter Four sets out the methodology to be used in the evaluative study of the SRDVT. Chapter Five presents the principal findings derived from multiple streams of evidence gathering, and Chapter Six presents conclusions to drawn from the study.

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## CHAPTER TWO

### HISTORY OF THE SPOKANE REGIONAL DOMESTIC VIOLENCE TEAM

#### Violence Against Women Act of 1994

Under the Violence Against Women Act of 1994, and its reauthorization in 2000, the Violence Against Women Office (VAWO) created by this legislation provides federal grants for the purpose of establishing and/or implementing state and local policies favoring the arrest and rigorous prosecution of persons committing domestic violence. The initial development of this program resulted from testimony given at Congressional hearings concerning the seriousness and pervasiveness of domestic violence, and reflecting research findings suggesting that the arrest of batterers can deter future domestic violence by offenders. Most of the federal grants awarded under the auspices of VAWA funded projects sponsored by local law enforcement agencies or prosecutors' offices, or by collaborative partnerships linking law enforcement, prosecutors' offices and victim advocate groups.

The *Arrest Polices Program* supported under VAWA **required** criminal justice agencies to enter into partnerships with local non-profit, non-governmental victim service providers to encourage the development of coordinated community responses to domestic violence. The idea underlying this particular initiative against domestic violence was for communication and cooperation to increase between and among criminal justice agencies and community-based organizations. Police officers, victims witness assistance staff, prosecutors, probation officers, and victim advocates were encouraged to discuss individual cases among themselves and brainstorm ways it might be possible to enhance victim safety. The track record for the program suggests that the degree to which

collaboration occurs is often dependent on both the prior history of interagency relations and the character of individual personalities involved in the range of collective efforts attempted.

The last thirty years have witnessed numerous changes (some quite dramatic) in how police agencies and prosecutors tend to respond to domestic violence cases, and how they handle their aftermath. Over this time period several states and the federal government have enacted a variety of legislative measures concerning violence against women in their respective legal jurisdictions (**Archer et al., 2003**).

Historically speaking, in the United States domestic violence was considered to be principally a private matter, one in which criminal justice intervention was considered largely inappropriate. Three particular developments in American society changed this attitude with respect to law enforcement policies: 1) concerted efforts were made to change policy and practices by advocates for victims and women; 2) influential lawsuits challenging police practices were won in court; and 3) research into the outcomes associated with different approaches used to respond to these crimes gave rise to a “best practices” literature in Criminal Justice scholarship (**Archer, Dupree, Miller, Spence, & Uekert, 2003**).

Both Congress and the executive branch began to take steps in the late 1970’s to respond to the need to address the high incidence of domestic violence in America. Congress began holding subcommittee hearings on domestic violence as early as 1978. These Congressional hearings continued through the 1980s, and ultimately culminated in the Violence Against Women Act of 1994. Initially, Congress focused primarily on domestic violence prevention issues. Executive branch efforts also involved a number of

non-criminal justice agencies, including the Departments of Health, Education and Welfare and Housing and Urban Development, in the effort to reduce the incidence of domestic violence and provide enhanced protections to the unfortunate victims of these crimes (**Pleck 1987; Schneider, 2000**).

The Violence Against Women Act (VAWA) was enacted as part of a comprehensive crime bill known as the Violent Crime Control and Law Enforcement Act of 1994. Title IV of VAWA included Congressional authorization for the issuance of federal grants to state and local government agencies and community-based groups for the purpose of combating the commission of violent crimes against women, including the crime of domestic violence.

VAWA included authorization for the Arrest Policies Program, providing grants to assist locally-based collaborative efforts in six specific areas: 1) implementation of mandatory or pro-arrest policies; 2) the provision of appropriate training to public and nonprofit organizations personnel; 3) the creation of specialized domestic violence units in law enforcement and prosecutorial offices; 4) the coordination of computer case tracking systems across law enforcement agencies and among criminal justice agencies; 5) the strengthening of legal advocacy programs for the victims of domestic violence; and, 6) improved judicial handling of domestic violence cases (**Archer et al., 2003**).

The new legislation enacted by the U.S. Congress attempted to respond to the long-standing complaints of victim advocates that the police do not arrest domestic violence suspects to the extent they should; that police remain reluctant to arrest in domestic violence incidents compared to otherwise similar assaults; and that there is a need to send a strong message of deterrence to potential offenders that domestic violence

is viewed as, and will be handled as, a very serious crime (Schechter, 1982; Klinger, 1995; Avakame, 2001).

In addition, the need to develop coordinated community responses to domestic violence – in particular, to build reliable bridges among criminal justice agencies and between those agencies and community-based victim service providers was also widely recognized by the time the Arrest Polices Program for grant dissemination was developed. All VAWA grantees who were awarded federal funds were required to work in active partnership with a community-based victim service organization in a concerted effort designed to reduce the incidence of domestic violence and enhance the protection and safety of victims of these crimes.

### **Spokane Regional Domestic Violence Team**

The Spokane Regional Domestic Violence Team (SPRDVT) is located in and serves Spokane, Washington, a city of growing population located in eastern Washington near the border of the neighboring state of Idaho. The SRDVT serves a 2000 census metropolitan population of 423,261 residents, of which 195,629 residents are located within the municipal boundaries of the City of Spokane.

In 1996, collaborating agencies that eventually formed the SRDVT Policy Board met to address local criminal justice system inadequacies in an attempt to meet the demands arising from, and further understand the complexities associated with, domestic violence cases arising in their area. A systemic response to the problem that would provide successful intervention and would increase victim safety and offender accountability required a comprehensive and coordinated approach to joint and collective



action that included the coordinated efforts of several criminal justice agencies and community-based victim service providers.

At that time, separated city and county law enforcement, county and municipal prosecution offices and separated county and municipal courts responded to domestic violence cases in a variety of ways. There was little if any communication among the separate jurisdictions and their respective agencies, and there was little if any communication on either felony or misdemeanor offenses arising from domestic violence cases. Victims of domestic violence were required to take the affirmative step of seeking out victim advocate services in order for serious attention to be given to specific cases. The inherent complexities of domestic violence involving ongoing relationships between offenders and their victims who often depend upon the offenders emotionally, financially and socially make these cases difficult to manage in most cases. The high likelihood of re-offense and the real danger of escalating risk required a non-traditional response from the criminal justice system and the development of community-based resources for the support and protection of the victims of these crimes.

In 1996, the City and County law enforcement agencies [Spokane Police Department and the Spokane County Sheriff's Office] responded to nearly eleven thousand [10,944] domestic violence calls for service. The scale of the problem to be dealt with in their community overwhelmed law enforcement, prosecuting authorities and the courts alike. Criminal justice agencies and victim service providers lacked a common forum in which to interact, and they had few if any formal commitments to one another designed to resolve case management inadequacies and work out policy differences to address the significant challenges faced in the area of domestic violence. In 1997, the

Spokane community was awarded a grant of \$1.6 million by the U.S. Department of Justice to establish a regional domestic violence team. The team was to be structured in such a way as to place victim safety and advocacy on an equal footing with the criminal justice goals of arrest, successful prosecution, and strict offender accountability.

The original grant application to the U.S. Department of Justice stated that the Spokane region had never featured a coordinated criminal justice response to violence against women, and in the previous five years the City of Spokane alone had seen a 350% increase in homicides which were directly related to a domestic violence situation. According to the Spokane Police Department crime analysis unit, most of the domestic-related homicides occurring in 1995 could be traced to offenders with known histories of violence against women, or reflected escalation in violence which could have been anticipated and possibly prevented.

The original federal grant specifically stated the following as processes that the grantees intended to implement:

1. Reinforce existing law enforcement policies mandating perpetrator arrest
2. Clearly communicate internally as well as externally, that domestic violence and sexual assault prevention are priority concerns
3. Establish a centralized unit with police investigators, prosecutors, and victim advocates and commit full-time resources to that unit
4. Establish vertical case management and victim support
5. Track all incidents from incident through to sentencing
6. Establish a special, dedicated domestic violence court for coordinated docket management and sentencing
7. Utilize lethality assessment tools (flagging escalating situations and tracking known offenders)
8. Provide outreach and support through employee assistance programs
9. And, provide training to professionals in the criminal justice system

The 1997 award for \$1.6 million was intended to support these focused efforts for a two-year period. The SRDVT subsequently received grant extensions and additional

funding of \$2.5 million to take them through the year of 2001. In 2002, the SRDVT received a second federal grant of \$600,000, and in 2004 a third grant of \$636,361 was awarded to the partnership. The additional grants helped fund the team until the end of 2006. These federal grants represent a funding stream of nearly \$5.4 million dollars provided over approximately a ten-year period.

### **Structure**

The membership of the SRDVT at its inception included the Municipal Attorney's Office of the City of Spokane, the City of Spokane Police Department, the Spokane County Prosecutor's Office, the Spokane County Sheriff's Office, the Spokane Municipal/District court, the Spokane Sexual Assault Center (a community-based program supported by Lutheran Family Services), and the Spokane YWCA Alternatives to Domestic Violence Program.

A governing structure for the SRDVT was established featuring a *Policy Board*, with that board being composed of the highest ranking person from each of the original seven collaborating agencies, an *Operations Board* consisting of mid-management personnel from each constituent agency, and a *Team Representatives Board*, featuring a member from the advocates, detectives, prosecutors and support staff. The policy board members entered into a formal contract and developed a detailed Memorandum of Understanding with highly delineated roles and responsibilities. All members were to enjoy "equality and parity" in the collective activities undertaken by the SRDVT. Each of the partners in the enterprise was to have the authority to commit personnel, resources, and make policy decisions in their own organizations supportive of SRDVT goals and

objectives. The team representatives were to act as a representative group from their various disciplines to determine day-to-day operating procedures. Issues arising were to be brought forward, discussed within their representative agencies, and brought back for issue resolution and ultimate implementation by the SRDVT. Additionally, an assigned team representative member was to attend policy board meetings and Operations Board meetings, and act as a link between each of the three boards and the several Team representatives.

At the inception, provision was made for hiring a Project Coordinator who was to be responsible for the facilitation of information exchange and the coordination of collective actions undertaken by the SRDVT. The coordinator was to provide both active coordination and decision-making facilitation, and had the responsibility of tracking federal grant compliance. The coordinator was to work with the Policy Board, the Team Representative Board, and individual team members as needed in order to provide a reliable link between all of the players.

### **Increase victim safety**

Originally, the SRDVT had a complement of six victim advocates. Three of the victim advocates were assigned to criminal misdemeanor cases, one was assigned to criminal felony cases, one was assigned to sexual assault cases, and one was assigned to assisting victims in obtaining civil protection orders. All victim advocates assigned to criminal cases, at both felony and misdemeanor levels, were to make early contact with the victim upon receipt of an arrest/police/incident report and to assist the victim at the time of the defendant's first court appearance. The SRDVT victim advocates were to

assist victims in obtaining no contact orders, in finding appropriate shelter, and in making referrals to social service, medical, educational and other agencies depending on their individual needs. The SRDVT victim advocates were also directed to assist the domestic violence victims in the development of appropriate safety plans. The civil advocates were to assist the victims with whom they worked in obtaining civil protection orders in the event that criminal charges either were not filed or were still pending. The program was originally designed to make it possible to provide cross-training to all domestic violence victim advocates in both the awareness of the dynamics accompanying domestic violence and the dynamics commonly present in cases of sexual assault.

### **Improve offender accountability**

In addition to the six victim advocates, the original Spokane regional team consisted of nine prosecutors representing the City of Spokane and Spokane County, and three detectives representing the municipal police and the County Sheriff's Office. One of the core goals of the SRDVT was to enhance domestic violence offender accountability through the purposeful development of a coordinated response shared among these major actors in the local criminal justice system.

The early attempts at raising offender accountability were based in part on the adoption of vertical case management through the creation of a co-located unit for domestic violence cases and the creation of a court process specifically for the trying of domestic violence cases. The idea underlying this vertical case management system was for the prosecutors to work closely with detectives in order for additional case investigations to occur related to the domestic violence charge which, in theory at least,

would result in additional case filings and enhanced sentencing outcomes for offenders. Through active collaboration with victim advocates, the prosecutors anticipated that more victims would be willing to cooperate in cases that would otherwise be dismissed for lack of evidence at trial. The SRDVT prosecutors would have more resources for screening reports than would have been the case before the advent of vertical case management. The prosecutors would also have the ability to bring more cases to trial to the extent the vertical case management concept worked as intended. Further, because specific prosecutors were assigned to the unit, they would have the ability to increase their own area of expertise in the prosecution of domestic violence cases. In short, it was anticipated that fewer domestic violence cases would be dismissed than in the past and more criminal case filings and convictions would occur in cases where the domestic violence charge led to additional chargeable criminal offenses.

As the prosecutors implemented the vertical case management concept, each individual prosecutor would be assigned a case at the time of first court appearance, and that particular prosecutor would follow the case through to ultimate adjudication. Throughout the process of vertical case management it was anticipated that offender accountability would increase due to the degree of familiarity possessed by the prosecutor with the individual defendant. The vertical case management system would also allow for a better tracking of offender conduct, particularly with respect to the need to detect elevations in lethality.

A component of the VAWO grant that was somewhat detached from the Team was the working relationship established with the Spokane municipal/district Court Probation personnel responsible for handling the supervision duties for misdemeanor-

level crimes. The Probation Department assigned one probation officer and one half-time clerk to be devoted to the domestic violence dockets as opposed to the traditional approach of distributing the cases to different probation officers. The assigned probation officer would be able to bring all domestic violence cases in front of the Domestic Violence Court Commissioner and the Domestic Violence Court Judge. The ability of the probation officer and the Court to be familiar with the individual defendants was believed to be an important change in operations which would assist the bench in increasing offender accountability.

In order to enhance offender accountability even further, the Spokane Regional Domestic Violence Team developed much more intensive communication with the Washington State Department of Corrections (DOC). The corrections officers for the State of Washington provide community supervision for felons who have served their time in incarceration and are released to community supervision. The SRDVT, with specific prosecutors handling specific cases, would also aid the DOC in eliminating confusion as to tracking one of their cases and notifying the prosecutors that a defendant in a pending case had a criminal history that may have gone unnoticed.

### **Establish Domestic Violence Court and Court Commissioner**

In order to accomplish this goal specified in the original VAWO grant, the Spokane Municipal/District Court went through a comprehensive change in its organizational structure. A specific Court Commissioner was appointed solely for the processing of domestic violence cases. The Commissioner was to preside over all first appearances, all arraignments, and most pre-trial conferences involving the adjudication

of domestic violence. One Judge was to be devoted to domestic violence case trials and domestic violence probation violation hearings. In addition, there was to be one judge allocated for back-up and case overflow management on domestic violence cases. There was also to be a part-time bailiff position assigned to cover the first appearances and afternoon dockets for the domestic violence Court Commissioner.

The system was designed to handle an increase in domestic violence cases, and to manage domestic violence trials in a streamlined manner. Additionally, the changes in Court process and structure were designed to allow for increased offender accountability and continuity by limiting the defendants' appearance in front of a single Court Commissioner and a single Judge who would have increased familiarity with individual defendants. These changes were made in anticipation of more domestic violence trials as police actions and prosecutorial activities sharpened their respective tools for dealing with domestic violence offenders.

### **Federal Funding Comes to an End**

In 2006, the Spokane Domestic Violence Team again applied for federal funding to support their collective efforts. They had hoped to receive \$400,000 to augment their total annual projected operating costs of \$2.5 million. Their application for federal support was denied for several officially stated reasons, including the view on the part of the U.S. Department of Justice that the applicant did not state what their goals or outcomes would be, or how they intended to measure outcomes associated with their efforts. Most strikingly, perhaps, the proposal was not granted because in the opinion of grant applicant reviewers it did not adequately describe each partner's roles and



responsibilities, nor did it describe the past experience of the SRDVT as it relates to organizational structure. The SRDVT was unable to articulate any clear “lessons learned” from their decade-long experience that would allow them to identify innovative approaches to the problem of domestic violence beyond what they had been doing from the outset of their original VAWO grant.

Currently the SDVT consists of 27 co-located people reflecting the following partner agencies

- 2 Spokane Police Department commissioned officers
- 2 Spokane County Sheriff’s deputies
- 7 Spokane Municipal prosecutors in charge of misdemeanors (includes clerical staff)
- 10 Spokane County prosecutors in charge of felonies (includes clerical staff)
- 6 advocates from the YWCA Alternatives to Domestic Violence Program

Separate from the SRDVT, but integrally related to it, are additional staff (judges, commissioners bailiffs, clerks) in the Spokane Domestic Violence Court.

Beyond the very serious funding issues which arise as a consequence of the unfavorable evaluation received on the application for additional federal funding, there appear to be other inadequately resolved issues within the Spokane DV team that could prevent them from living up to the original intent of the collaborative effort contemplated in 1997. There is considerable anecdotal information that purports:

- Some law enforcement personnel don’t believe that co-location has a beneficial effect on their operations
- Prosecution of misdemeanors would probably be done more efficiently if they were separated from the co-location
- Vertical case management is not being done
- There is a noteworthy lack of overall leadership and vision for the team
- Advocates are doing “community advocacy” as opposed to “legal advocacy” for victims
- Consistency from the court in terms of case adjudication appears to be lacking.

The SRDVT is a multi-agency organization that presumably began with an agreed upon set of goals and processes at its outset. Hindsight suggests, however, that this may not have been the case. There are questions which could be raised based on plausible evidence concerning the tenuous pre-existing relationships of the various players, and doubts as to the extent to which they were actively involved in the planning of the grant proposal and eventual implementation of the planning process called for in the grant proposal.

This study will examine what role the SRDVT has had in changing the focus of domestic violence countermeasures in the Spokane area. Did the SRDVT succeed in moving prosecution from a traditional passive approach to an active approach that emphasizes victim safety, offender accountability, and batterer treatment? Did the collective efforts of the SRDVT lead, in the end, to the creation of a lasting legacy of a more effective community response to domestic violence in an area where the problem was once of near epidemic proportions? This study of the SRDVT can also help address the broader question regarding the use of collaborative processes to address wicked social problems. Can the specialized domestic violence team that putatively emphasizes active collaboration between law enforcement, prosecutors, judges, criminal victim advocates, and treatment providers be successfully implemented, endure, and change the process through which the wicked problem of domestic violence is addressed and cases of criminal offense are adjudicated?

Between 1997 and the initiation of this study, the SRDVT's membership has been reconstituted a number of times; consequently, interviewing only the present members of the Spokane DV Team will not provide the information necessary to produce a complete

review of the SRDVT's complicated history. Since the study seeks to capture many perspectives of the coalition and its history, attempts were made to interview all of the present members of the various member organizations. Additionally, attempts were made to interview as many past team members of the Spokane DV team who are no longer actively associated with the SRDVT.

The intent of this study is to describe the emergence of the SRDVT, then chart its work and activity level from its formation in 1997 to the time this research is being conducted in 2006 and 2007. In addition to an overview of the history of the SRDVT, the study features a discussion of the factors found pertinent for assessing the successes and failures of the SRDVT, drawing these themes into an analytical framework reflecting the literature on collaborative processes used for addressing complex societal problems. Special attention was given to the roles adopted by each of the participating agencies and the character of their relationships over time within the SRDVT collaborative process. The aim of the study is to identify and document lessons learned from this case study, with broader applicability to collaborating in anti-domestic violence consortiums generally. Specifically, the dissertation investigates *leadership*, *membership engagement*, *governance dynamics*, and *organizational structure* as they relate to collaborative processes in general, and the SRDVT in particular.

The initial expectations are that we are likely to find significant variation over time in the roles carried out and the expectations interpreted by the membership in the collaborative process, in the vitality of the organization, in the nature of activities undertaken, and in the extent of the SRDVT's influence on the broader Spokane community. We would expect to see very distinct phases of its ten-year history.

Because the lessons gleaned from the SRDVT's alternating periods of strength and weakness may usefully inform the work of agencies involved in similar collaborative coalitions elsewhere, a presentation of a chronology of the life of the SRDVT and explication of the factors associated with its productive, as well dormant, periods are set forth in this chapter.

### **SRDVT Progress Reports: Progress and Relapse as Opposed to Steady Progress**

The first progress report issued by the SRDVT in accordance with the grant compliance requirements of U.S. Department of Justice notes that the collaborative process structure implemented consisted of a Policy Board, an Operations Board, and a Team Representative Board featuring a member of each of the four disciplines (law enforcement, prosecution, courts and victim advocates) involved, "in order to insure that all members of the team are represented."

It was also noted at this time that the SRDVT had a complement of six victim advocates. Three of the victim advocates were assigned to criminal misdemeanor cases, one advocate was assigned to criminal felony cases, one advocate was assigned to sexual assault cases, and one advocate was assigned to assist domestic violence victims in obtaining civil protection orders from the court. All advocates assigned to criminal cases at both felony and misdemeanant levels were to make contact with the victim upon receipt of an arrest report and assist the victim at the time of the defendant's first court appearance. The victim advocates were to assist the crime victims in obtaining no contact orders when needed, locate shelter when needed, and make referrals to other social service agencies depending on their individual and family needs. The victim

advocates were also to assist the victims in the development of appropriate safety plans. The victim advocate responsible for civil work was to assist the victims of domestic violence in obtaining civil protection orders in the event that criminal charges were not filed or were still pending.

As the original SRDVT victim advocates were representing three different agencies, they began to coordinate their individual areas of expertise in service to their goals. As a result, a program to cross-train all advocates for sexual assault cases was drafted. A problem was recognized early on, however, concerning non-arrest reports arising from domestic violence calls for service. Insufficient staffing made it impossible to provide for victim contacts in many cases. It was also noted that once the coordinated approach was put into effect all domestic violence caseloads began to increase at an unanticipated rate, often overwhelming the victim advocate organizations involved in the collaborative partnership.

During the start-up months of the first federal grant from VAWO the Spokane Team reported that instituting vertical case management was a much more difficult process to accomplish than previously thought. It was a very non-traditional approach for all of the criminal justice system disciplines involved in the effort. This difficulty was especially troublesome because of the crossing of municipal and county jurisdictional boundaries of the public entities involved, and it became even more problematic when the victim advocate agencies were added to the mix of stakeholders involved in the collaborative effort to address the growing domestic violence problem in the Spokane area experienced at the close of the 1990's.

Another problem area for the Spokane DV Team was the development of appropriate informational data bases. Such data bases needed to include the feature of offender tracking that would appropriately target known prior offender and escalating situations, incorporate risk/lethality assessment tools, and provide an ability to view case/offender information on-line from initial police response to a DV call through ultimate court disposition for adjudicated offenders. Each of these elements of an appropriate database involved not only the member agencies directly involved in the SRDVT, but also depended on the cooperation of many other criminal justice agencies, both at the local level and at the state level. All of these agencies had self-standing databases with pertinent information closely held within their own agency “silos” of protected personal information.

Another challenge highlighted during the formative months of operation of the Spokane DV Team was the difficulty encountered in attempts made to increase the level of mutual understanding of the different disciplines as they began to work together toward the common goals of both assisting the victims of domestic violence and holding the offenders accountable. Finding a workable balance in addressing this inherent conflict of goals would become an area of intense discussion for a long time, as is the case for virtually all multi-party collaborative processes seeking to deal with wicked social problems such as environmental protection vs. economic growth, public health promotion vs. the protection of personal freedom to choose one’s life style, etc.

Over time, however, despite the predictable difficulties of balanced effort to be overcome, the progress reports issued by the Spokane DV Team began to tout the fact that a significant impact had been made by the Team “through collaboration and

coordination” on the question of the time period taken for the disposition of domestic violence cases. It was reported that the time from arrest to adjudication had been reduced by approximately a third. The decreased time period for case disposition allowed for more successful intervention and more effective solicitation of victim cooperation in the prosecution of domestic violence offenders.

It was also reported during the early periods that although felony community corrections officers’ were not part of the original team composition, the lack of contact with the Washington State Department of Corrections was clearly an important missing component. On an informal basis, the Spokane DV Team started to work with community corrections officers. The link with the DOC was seen as giving the Spokane DV Team an added ability to increase not only victim safety, but also to enhance offender accountability for felons coming to the attention of the Spokane DV Team.

The Policy Board formally adopted a Memo of Understanding during this reporting period. The MOU formalized the commitments of all agencies involved, as well as defined their respective roles and responsibilities in considerable detail. The development of this agreement turned out to be a rather slow process, as the individual agency philosophies did not always mesh well. While all parties agreed to the goals specified in the grant, the question of how to best achieve those broad goals was constantly somewhat in question. The principal problems were basically two-fold – one pertained to the role that the advocates would play, and the second concerned the information gaps and information needs of each agency in the partnership. These core problems are explored in considerable detail as a key part of this case study of a ten-year in operation domestic violence collaborative partnership.

On the positive side, the Spokane DV Team became increasingly involved in community education efforts, began attending a series of highly informative seminars and training sessions, and in fact hosted other visiting jurisdictions seeking to learn how they might initiate similar collaborative partnerships in their own geographic area. In August of 1997, Spokane DV Team members attended the Washington State Domestic Violence Team training held in Wenatchee, Washington. In March of 1998 members of the Spokane DV Team attended The Battered Woman's Justice Project Conference held in San Francisco, followed a few months later by attending a very impressive DV conference sponsored by the highly regarded VERA Institute in New York. In June of 1999, the Spokane DV Team members made presentations at the Domestic Violence "Train-the-Trainers Seminar" in Spokane, and the Washington State Defenders Association Conference was also held in Spokane in major part due to the organizing efforts of the Spokane DV Team.

Cross-jurisdictional issues began to be discussed in the Policy Board almost from the outset. Early debate centered on the value/worth of the advocates in terms of compensation and the professional skills required. Other concerns included everything from the size of offices allocated to the Team to the need for clerical support. Other early discussions dealt with questions regarding which stakeholders were not represented on the SRDVT that perhaps needed to be included. Probation and parole agencies and treatment providers were especially insistent on being brought into the fold of the Spokane DV Team. Some members supported the idea of focusing on children's issues (e.g., early intervention with children exposed to violence), wishing to be able to conduct whole family assessments for the victims of domestic violence.



### **Literature on Evaluations:**

Over the past decade, many program evaluations have been conducted on the 150+ DV programs located across the country that have been awarded VAWO grants. Three primary questions are generally considered in the design of these program evaluations: 1) what types of projects are being implemented? 2) how has the Arrest Policies Program increased victim safety and well-being and affected offender accountability? and 3) how has implementation of the Arrest Policies Program changed the criminal justice system and affected the types of services provided to the victims of domestic violence? (**Archer et al., 2003**)

The majority of program evaluations and associated studies focus on the impact of the Arrest Policies Program on offender accountability and victim safety. They tend to use multiple methodologies, including the collection of statistics on law enforcement, prosecution and victim service performance (e.g., arrests, cases filed, victims served; analysis of data over specified periods of time; content analysis of police incident reports prepared before and after grant implementation, and focus groups with criminal justice agency personnel) (**Uekert, 2003; Spence, 2000**).

Most of the research and many of the program evaluation reports available for review center on arrest and prosecution. These studies specifically focus on law enforcement implementation of arrest policies, dual arrest policies, policy changes in prosecution, no drop and evidence-based prosecution, and the operation of domestic violence courts. (**Miller, 2003**) Some scholars argue that for the arrest approach to succeed, the responses of all areas of the criminal justice system--law enforcement,

prosecution, courts, jails, probation, and treatment--need to be reinforced and redesigned to complement each other (**Reuland et al., 2003**).

Researchers have begun to look at arrest not merely in terms of its immediate effects, but also as an integral part of a wider response that takes into consideration the complex patterns and wide range of behaviors typically associated with the crime of domestic violence (**Bracher, 1996**). A few researchers have gone a considerable distance in this regard. Some researchers have attempted to measure criminal justice responses that include aggressive prosecution and meaningful judicial sanctions, combined with a range of services intended to assist and protect victims over an extended period of time (**Langenbahn & Epstein, 1994; Bowman, 1992; McCord, 1992**).

While the scope of this study does allow to some degree the ability to identify members' specific operational decisions and actions that affected the fortunes of the SRDVT, we will focus on several distinct themes which a review of the literature on collaborative partnerships suggests are important. These are the particular aspects of *leadership*, *membership engagement*, and *group structure* that are clearly critical in making or breaking a collaborative effort. Most likely a combination of these factors converges to make a collaborative successful and later, after certain key predictable changes occur, to bring about somewhat of a decline in efficiency.

In their review of inter-agency crime prevention efforts, Webb and Laycock (2000) present telling summaries of the problems and pitfalls that inter-agency groups tend to encounter. While there is seriousness in their typology, it is intended to be somewhat of a satirical commentary.

- Who's in charge here?
- It's not our job, it's yours

- Your priorities are not mine
- We'd like to help but it would reduce our profits
- We've got no money; can we have some of yours?
- I'm in from the local voluntary group – what can I do?

Some of the specific problematic aspects highlighted by the Laycock and Webb typology are evident in this study of the SRDVT: Competing agendas and personalities, on-going funding issues, constantly changing leadership issues, differing individual abilities, and the occasional resort to the use of political clout by some parties are among the key aspects that may dictate the ups and downs of any inter-agency collaboration.

It may very well be that several of the issues noted above will be inter-related: as federal funding ends, does leadership shift, leading to problems in agreeing on the common agenda? While funding is important, it is not everything. Rather, it may be that efforts are made to encourage the convergence of factors that ensure that the collaboration is now, and will remain, productive in the future.

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## CHAPTER THREE

### **Research Literature on Collaboration: Implications for Assessing Collaboration to Prevent Violence Against Women**

#### **What is Collaboration?**

Working collaboratively across organizational and governmental boundaries is now a widely accepted component of public sector organizational life. Collaborative responses to persistent social problems, for example, are now fairly common throughout the world thanks to the U.N. and international NGOs for whom this is a preferred approach to policy development and program design (**Hardy & Phillips, 1998; Mandell, 2001**). The aim is usually to deal more effectively with major inter-organizational issues through inclusive stakeholder processes (**Trist, 1983**). The usual general goal is the achievement of synergies arising from some form of “collaborative advantage” (**Huxham, 1996**). Evidence from field research suggests, however, that collaboration often imposes heavy demands on those entering into it (**Gould, Ebers, & Clinchy, 1999; Huxham & Vangen, 2000**), and furthermore that the likelihood of disappointing outcomes and outright failure can be rather high (**Bleeke & Ernst, 1993; Medcof, 1997; Reuer, 1998**).

**Gray (1985)** defined collaboration as “the pooling of appreciations and/or tangible resources, e.g., information, money, labor, etc., by two or more stakeholders to solve a set of problems which neither can solve individually” (p. 912). In pooling resources, collaboration provides various potential benefits to participating organizations, including increased efficiency and cost-effectiveness of delivered services, identification of new funding sources, and greater legitimacy gained through partnering with respected

organizations (**Charns & Tewksbury, 1993; Gray, 1989, 1996; Smith, Carroll, & Ashford, 1995; Wood & Gray, 1991**). However, as the literature on collaborations clearly suggests, there are also significant challenges, including overcoming turf and territoriality issues, identifying and addressing conflict-inducing differences in organizational norms and procedures, expanding communication both within and across organizations, coping with tensions concerning organizational autonomy and differential power relations, maintaining community accountability and managing logistical issues such as program monitoring and the time-consuming tasks of establishing, refining, and sustaining multi-organizational partnerships.

The growth in the number of collaborative partnerships also reflects the inherent complexity and fundamental intransigence of the numerous ‘wicked issues’ (**Stewart, 1996**) facing government – issues that can only be tackled by effectively bringing together the resources of a range of different interest groups. As **Rhodes (1997)** notes: “Messy problems demand messy solutions,” and so in a number of public policy areas the hierarchy of the public bureaucracy is frequently reshaped to establish lateral and vertical relationships with other bodies operating at different tiers and in associated policy fields. **Kicker (1993)** views these issues not as “problems and difficulties which have to be mastered, but as sources of innovation” (p.47). The innovation in question comes in the form of strategies to develop interrelationships, build trust and promote collaboration in an environment of resource scarcity where organizations would typically be oriented principally to self-protection. Consequently, at the local level the growth of multi-agency partnerships is associated both with the changing agenda of local government and with a

desire to address in innovative ways those troublesome issues that simultaneously demand attention and cross organizational boundaries.

The growth in the number and types of multi-agency partnerships reflects part of a general strategy to make local decision-making processes more inclusive. This phenomenon can arise from demands by interest groups and community-based organizations for more voice in decisions affecting their lives, sometimes reflecting significant disenchantment with formal political processes exemplified by low turnouts in local elections, particularly among excluded communities (**Stocker, 1997**). As the principal role of local government has changed from that of monopolistic service provision to wicked problem confrontation in social and environmental areas of action, many local authorities are embracing a vision of community governance in which they orchestrate and facilitate partnerships involving a wide range of local stakeholders (**Stewart, 1995**). This *politics of partnership* may be seen as either complementing formal democratic processes, or alternatively as empowering traditionally excluded social groups (**Wheeler, 1996**). Viewed from a critical perspective, collaborative partnerships may be criticized as reflecting a broader democratic deficit in which non-elected bodies and self-selected representatives gain power over public policy formation at the expense of elected politicians (**Skelcher, 1998**).

Collaborative public management thusly conceived occurs in various settings (**Alter & Hage, 1993**), both in a vertical context through levels of government and in a horizontal context in which an array of public and private actors are mobilized in a collective effort at problem solving. A public manager may be simultaneously involved in managing across governmental boundaries and across organizational boundaries within



their own formal organization. Despite a variety of formalized agreements and memoranda of understanding, it is often difficult to distinguish where the boundary lies between these different organizational environments when active multi-party collaboration is taking place.

**Mandell and Steelman (2003)** identify three distinct types of collaborations about which it is wise to be cognizant. One is *intermittent coordination*, which occurs when the policies and procedures of two or more organizations are mutually adjusted to accomplish an objective. A second type is a *temporary task force*, which is established to work on a specific and limited purpose and disbands when that purpose is accomplished (or the collaborative effort is abandoned). A third type is *permanent or regular coordination*. Such coordination occurs when multiple organizations agree to engage in a limited activity in order to achieve a specific purpose through a formal arrangement.

The most tightly intermingled collaborative arrangements that Mandell and Steelman (2003) identify are *coalitions* and *network structures*. In general, a network is a structure that involves multiple nodes, agencies and organizations, with multiple linkages across these entities. In a network structure, there is a strong commitment to multi-organizational-level goals and resource sharing is both risky and extensive. The idea of a network suggests that the inter-connections are less coercive than familiar hierarchical organizations, and more likely to promote mutual adjustment and understanding over time. Some scholars have put forth the argument that networks create flexible and open forums for deliberation (**Innes & Booher, 1999; Sablel, 1993**). Conversely, the network approach suggests that partnerships share the liabilities of informal structures, most notably exclusiveness and inequity (**Milward, 1999; Smith, 1995**).

The literature on collaborative problem solving also features a challenge to the idea that collaborations represent a markedly different institutional form compared with the conventional hierarchical organization. Thacher makes the argument that collaborative partnerships tend to be seen as more like networks than hierarchies, and developing and managing them is seen as more like developing and sustaining a network than like developing and managing a hierarchy. In fact, however, it is the case that collaborative partnerships operate at least partly like undeveloped hierarchies – like efforts to develop new organizations in the spaces between those that already exist. His conclusion has important implications for the exploration of theoretical questions about whether or not collaborations reflect an entirely novel development in institutional forms. Similarly, this insight is useful for exploring practical questions about how contemporary collaborative partnerships should be managed, and for investigating normative questions about what grounds there might be for supporting or resisting collaborative partnership formation as a matter of public policy in a particular area of governmental "wicked problem" management.

Many studies of public sector collaborative partnerships are based on the premise that they are radically different from conventional organizations and that they hence present entirely novel problems for both study and practice. Based on this tenuous assumption, a significant number of studies have used the concept of a network to describe the activities of collaborative partnerships. This type of literature is typically built on **Walter Powell's (1990)** notion that networks are a third institutional form distinct from either markets or hierarchies. For example, **Radin (1996)** described rural development partnerships as networks by drawing on ideas from the social network

literature to analyze how such collaborations can succeed against tough odds, and **O'Toole (1997)** called for the explicit use of network theory to understand formal partnerships and other types of ongoing inter-organizational relations. He argued in this regard that the “standard nostrums of public administration probably do not apply” (p. 47) to these collaborative efforts because they lack hierarchical authority structure.

Process-oriented conceptual frameworks for the study of collaboration suggest that collaborative partnerships evolve naturally as mutually interdependent parties interact among themselves over time. Findings from game theory tend to provide support for a process-oriented perspective on collaboration (**Axelrod, 1984; 1997; Ostrom, 1990, 1998**). Elinor Ostrom has argued in this regard that: “Individuals temporarily caught in a social-dilemma structure are likely to invest resources to innovate and change the structure itself in order to improve joint outcomes....Learning occurs through a continuous trial-and-error process until a rule system is evolved that participants consider yields substantial net benefits” (**Ostrom, 1998, 8**).

A definition of collaboration which reflects this process-oriented framework has been developed by **Thomson (2001a)**, who suggests the following: “Collaboration is a process in which autonomous actors interact through formal and informal negotiation, jointly creating rules and structures governing their relationships and ways to act or decide on the issues that brought them together; it is a process involving shared norms and mutually beneficial interactions” This definition suggests a higher-order level of collective action than is the case with either limited cooperation or the coordination of activities. Although the extensive literature on collaboration seems to be without full agreement on key terms – drawing as it does from a wide variety of perspectives,

including interorganizational relations (**Alexander, 1995; Ring & Van de Ven, 1994; Warren et al., 1975**), networks (**Alter & Hage, 1993; O'Toole, Meier & Nicholson-Crotty, 2005; Powell, 1990**), and the logic of collective action (**Olson, 1971; Ostrom, 1990**) – most contemporary scholars would appear to agree that cooperation and collaboration differ in terms of their depth of interaction, integration, commitment, and complexity, with cooperation falling at the low end of the continuum and collaboration at the high end (**Alter & Hage, 1993; Himmelman, 1996; Mattessich & Monsey, 1992**).

Collaboration thusly defined can be understood as a social process that is rooted in two competing political traditions: classic liberalism and civic republicanism (**Perry & Thompson, 2004**). Classic liberalism, with its emphasis on private interest, views collaboration as a process that aggregates private preferences into collective choices through self-interested bargaining. Organizations enter into collaborative agreements to achieve their own goals, negotiating among competing interests and brokering coalitions among competing value systems, expectations, and self-interested motivations. Civic republicanism, on the other hand, with its emphasis on commitment to something larger than the individual, views collaboration as an integrative process that treats differences as the basis for deliberation in order to arrive at “mutual understanding, a collective will, trust and sympathy and the implementation of shared preferences” (**March & Olsen, 1989, 126**).

The literature on collaboration tends to mirror this tension. Huxham (1996), for example, argues that a necessary requirement for successful collaboration is the self-interest motive – each organization involved in collaboration must be able to justify its initial involvement by how it furthers the organization’s goals. Bardach agrees with

Huxham in this regard: “Collaboration,” he writes, “should be valued only if it produces better organizational performance or lower costs than can be had without it” (1998, 17). However, other students of collaboration (**Gray, 1989, 2000; Huxham 1996; Huxham & Vangen, 2005**), very strongly support an integrative view of collaboration as a process “through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible” (**Gray 1989, 149**).

### **How do you “do” collaboration?**

There is a robust, multi-disciplinary literature on collaboration and collaborative partnerships which features ample insights about what public managers need to know in order to initiate, refine, and sustain collaboration. In their review of collaboration research, **Wood & Gray (1991)** frame the discussion in terms of an antecedent-process-outcome model. The “doing” of collaboration – the process component – is, in the terminology of Wood and Gray, a “black box.” They argue that the interactive process aspect of collaboration is the least well understood element. Gray’s (1989) three-phase framework involves problem setting, direction setting, and implementation, and **Himmelman’s (1996)** view of the collaboration process views it as a continuum of strategies that range from bettering the community to transforming it through empowerment collaboration.

Ring & Van de Ven (1994) conceive of the collaborative process as using this foundational logic: if organizations that are engaged in collaboration can negotiate minimal, congruent expectations regarding their collective action, then they will commit

to an initial course of action. If the collective action is executed in a reciprocal fashion, then participating organizations will continue to expand their mutual commitments. If these commitments are not implemented in a reciprocal accommodation fashion, then participants will initiate “corrective measures,” either through renegotiation or by reducing their respective commitments.

Creating a partnership involves not just the development of a relationship constituted by trust and familiarity as the networks approach suggests (**Adler, 2001; Powell, 1990**), but also the development of an organizational structure constituted by distinctive routines, role definitions, norms, and values (**Moore, 1995, 226; Scott, 1998**). In Powell’s terms, these characteristics are normally associated with hierarchies rather than networks (**Powell, 1990, 303**). The implementation of collaboration is complex, not only because participation is voluntary and actors are autonomous (**Gray 2000; Huxham, 1996**), but also because traditional coordination mechanisms such as hierarchy and standardization are less feasible across units than within them and because communication among partners is based more on interdependent relationships than on contractual agreements (**Huxham & Vangen, 2005; O’Toole, 1996; Powell, 1990**).

The key administrative functions identified in the top-down management literature – functions such as coordination, clarity of roles and responsibilities, and monitoring mechanisms – are also stressed in the collaboration literature (**Bardach, 1998; Mattessich & Monsey, 1992; Ring & Van de Ven, 1994**). Most scholars of collaboration seem to agree, however, that the key to getting things done in a multi-party collaborative setting rests in finding the proper combination of administrative capacity (through coordination and elements of hierarchy) and social capacity to build enduring

relationships. Mutuality of interests provides a foundation for forging common views out of differences (Cropper, 1996; Gray, 1989; Wood & Gray, 1991). “Collaboration,” write Wood and Gray, “can occur as long as stakeholders can satisfy one another’s differing interests without loss to themselves” (1991, 161).

In contrast to negotiation, which begins with differences, collaboration can most effectively begin by identifying shared interests and commonalities among organizations; similarity of mission, commitment to similar target populations, or common professional orientation and culture can serve as important foundational elements to an effective collaborative partnership (Lax & Sebenius, 1986). In her study of collaborations in national service, Thomson (1999) found that commitment to similar target populations proved to be one of the most important factors at play in holding together effective collaborations.

### **Does it work?**

Kettl (1996) argues that the most important change in administrative functioning over this past century has been increasing levels of interdependence experienced among and between public organizations, a fact that has changed the jobs of public administrators who must now be adept at building critical linkages both with other agencies and with community-based organizations. This *social change thesis* argues that the contemporary public agency's operational environment is characterized by extensive diversity “where power is dispersed, not centralized; where tasks are becoming de-differentiated, rather than subdivided and specialized; and where society worldwide demands greater freedom and individuation, rather than integration” (Agranoff &

**McGuire, 2003, 23).** Another dimension of the social change thesis asserts that the types of problems that government faces today seldom can be addressed effectively through traditional bureaucracies. Solving seemingly intractable problems such as poverty, health care, natural disasters and violence against women requires organizational mechanisms that are more flexible, more inclusive, and more adaptable and operate with greater urgency (**Alter & Hage, 1993**) than those of conventional governmental bureaucracies.

A few empirical studies have found an association between collaborative behavior and program outcomes. Provan and Milward's (1995) study of four community mental health systems examines the relationship between collaboration and "effectiveness," which they define as "the degree to which clients and their families were satisfied with the treatment they received from the community mental health system" (**Milward & Provan, 2003, 18** ). Developing a preliminary theory of effectiveness, the authors found that the greater the degree of centralized integration and the presence of direct, non-fragmented control achieved through collaborative problem-solving the greater the level of client satisfaction.

The recent literature also explores some of the negative aspects associated with collaborative public management. Some scholars argue that, in practice, collaborating can be less than advantageous. For example, the empirical research of Huxham finds that the common wisdom of collaboration often does not square with collaboration's common practice (**Huxham, 2003; Vangen and Huxman, 2003**). In some cases, collaborative arrangements attain a "collaborative advantage, which is concerned with the potential for synergy from working collaboratively" (**Huxman, 2003, 401**). But, according to



Huxman, in many cases “collaborative inertia” is a more apt description of the collaborative process. Oftentimes, participants in a collaborative endeavor cannot agree on common aims, the amount of power and influence being exercised within the collaboration is unequal, trust among participants is difficult to build and parties in the collaboration do not know enough about the other parties to whom they are linked. The stark conclusion drawn from this “realism” line of research is that “unless the potential for real collaborative advantage is clear, it is generally best if there is a choice to avoid collaborations” (Huxham, 2003, 421). “There is a fine line,” write Huxham and MacDonald in a co-authored commentary, “between gaining the benefits of collaborating and making the situation worse” (1992 50). They suggest that given the complexity of collaboration, public managers may find themselves either overwhelmed by the vitality that collaborations can create or greatly hindered by the inertia that often transpires as partners seek to achieve collective goals. In this study of a local collaborative partnership created to prevent violence against women it will be determined whether *empowering synergism* or *stultifying inertia* outcomes resulted from a ten-year effort to build and sustain a collaborative partnership.

### **Collaboration Theories**

The phenomenon of collaboration – i.e., stakeholders engaging in an interactive process to act on issues related to a shared problem is increasingly being addressed in the organization behavior and management literature. It is suggested here that collaboration can now be viewed as a distinct area of organizational study (Gray, 1985, 1989; Hardy & Phillips, 1998; Hood, Logsdon & Thompson, 1993; Huxham & Vangen, 2000;

**Lawrence, Phillips & Hardy, 1999; Pasquero, 1991; Westley & Vredenburg, 1997; Wood & Gray, 1991).** Insights into the dynamics of collaborative processes are the product of numerous and diverse perspectives, including for example stake-holder theory (**Freeman, 1984**), network theory (**Powell, Provan & Smith-Doerr, 1996**), negotiated order theory (**Nathan & Mitroff, 1991**), Habermasian communications theory (**Hazen, 1994**), institutional economics (**Pasquero, 1991**), political economy theory (**Benson, 1975**), resource dependence theory (**Pfeffer & Salancik, 1978**), contingency theory (**Emery & Trist, 1973; Westley & Vredenburg, 1997**), discourse theory (**Lawrence et al., 1999**) action research theory (**Huxham & Vangen, 2000**) and institutional theory (**Lawrence, Hardy & Phillips, 2002; Phillips, Lawrence & Hardy, 2000**).

Much research has been directed at gaining an understanding of the challenges facing those involved in interorganizational collaboration. Contributions are based on a wide range of theoretical perspectives, including in particular corporate, societal, economic, institutional, and political foci of attention (**Gray & Wood, 1991**) and cover a range of collaborative relations including, for example, public-private partnerships, industrial networks, and corporate strategic alliances (**Child & Faulkner, 1998; Genefke & McDonald, 2001**). Some scholars focus on the management of collaborative processes in general (**Kanter, 1994**), and others focus specifically on improving the chances of success (**Dacin, Hitt & Levitas, 1997; Das & Teng, 1998; Gray, 1985**).

Viewed broadly, some degree of understanding of and insight regarding the interactions taking place among and between organizations has originated from two overall organizing principles: *competition* and *collaboration*. Resource dependency theory is concerned with examining patterns of conflict, use of power and domination in

an environment characterized by the struggle over scarce resources (**Klijn 1997; Alter & Hage, 1993**). In contrast to the competitive principles implicit in the resource dependency approach, collaboration theory is characterized by a notion of synergistic gain and program enhancement from sharing resources, risks and rewards and the prioritizing of collaborative rather than competitive advantage considerations (**Huxham, 1996**). In a study of patterns of collaboration directed toward economic development, Agranoff and McGuire observe “collaborative arrangements are a unique institutional form, consisting of processes different from the spontaneous coordination of markets or the conscious management of hierarchy” (**Powell, 1990**).

An important issue to understand in the area of research and informed practice is why collaboration emerges at all, and why collaboration is undeniably increasing in incidence and importance alike. One perspective argues that the pace and quality of social change at this point in global history are the primary determinants of the increasing rate of adoption of collaborative management initiatives. Just as the bureaucratic organization was the signature organizational form to arise during the industrial age, the emerging information-based or knowledge-based age gives rise to less rigid, more permeable organizational structures wherein individuals within organizations are able to link across internal functions, bridge organizational boundaries, and even span geographic boundaries in ways never dreamed possible even a decade ago.

An interorganizational domain is comprised of a set of organizations sharing a common interest in a problem (**Milward, 1982; Trist, 1983**). The domain is a useful level for organizing research and strategic action when the problems under consideration cannot be resolved unilaterally by any single organization (**Aldrich, 1977**). Some

scholars view interorganizational partnerships through the conceptual lens of social network theory (Cummings, 1984; Gray, 1985; Gricar, 1981; McCann, 1983; Trist, 1983). They argue that some partnerships can be usefully viewed in a somewhat different way – namely, as “organizations in development” rather than as examples of unstructured or semi-formalized cooperation.

In the area of public policy studies, the study of collaborative partnerships is likewise becoming increasingly common. Steven Smith (1995) treated anti-drug partnerships as examples of *social capital building* in a local community, relying on ideas from the growing literature on social capital to analyze the institutional pre-conditions and obstacles for such efforts. Robert Axelrod (2001) analyzed such partnerships using a prisoners' dilemma framework on the grounds that they operate outside of a hierarchical relationship – a view that led him to analyze the general social processes that support cooperation between independent actors to develop practical recommendations for partnership practice. Many other studies in a wide range of fields rely at least partly on social network, social capital, or game theory concepts in their attempt to understand the dynamics of collaborative partnerships in the public safety and social services areas (Bardach, 1998; Gray, 1985; Imperial & Hennessey, 2000; Keyes et al., 1996; Mandell, 1990; Provan & Milward, 1991). The advocates of all of these approaches share the common view that partnerships and collaborations are best understood as social interactions outside of a structured hierarchy – that is, collaborations are governed by the dynamics of informal social cooperation rather than the dynamics of rule-based and routinized action within formal organizations.

Traditional organization theory constructs in public administration are based on assumptions of departmental specialization and governmental jurisdiction largely because almost all public administrators work for or represent specific agencies, departments or governmental jurisdictions. Traditional public administration is built on the logic of departments in segmented hierarchies and autonomous governmental jurisdictions with geographically established borders (**Skelcher, 2005**). However, to accomplish their various purposes departmentally-based and jurisdictionally-based public administrators are increasingly turning to forms of interdepartmental and inter-jurisdictional collaboration, cooperation and power sharing (**Agranoff & McGuire, 2003; Frederickson, 2006; Hoogle & Marks, 2003; Miller, 2002; Rosenau, 2003; Kettl, 1996; Thurmeier & Wood, 2002; Feiock, 2004**).

H. George Frederickson defines the scope of the area of study of *administrative collaboration* thusly: “the array and character of voluntary formal and informal association between actors representing units in a networked public and the administrative behavior of those actors” (**Frederickson, 1999, 708**). He argues that this is among the most important areas of study to the field of public administration. In this area of public administration scholarship, there are two principal approaches that characterize the body of knowledge on cooperation and collaboration in public administration. The first approach is field research-based and empirical, and includes case studies, surveys, statistics, and the other descriptive tools of empirical methodology. The second approach is experimental, primarily though the use of rational choice-based prisoner’s dilemma games and “tragedy of the commons” multi-player versions of game theory. According to Frederickson, ideally both approaches should be used to study key

factors that influence the propensity of governmental officials to cooperate and to determine the conditions under which collaborative partnerships can achieve productive synergy and avoid stultifying inertia.

Using prisoner's dilemma game theory logic, cooperation can be explained as a consequence of individuals pursuing their own self-interest even without the coordination or influence of a central authority. Trust, an essential element of long-term cooperation, is developed as self-interested individuals participate in multiple iterations of prisoner dilemma games. Cooperation develops because individuals integrate their interest in future interactions into their present decisions based on increasing trust of other players (**Axelrod, 1999**).

Some scholars believe that rational-choice models, especially those derived from game theory, offer clear opportunities to improve our understanding of cooperative networks (**O'Toole, 1995**). **Scharpf (1997)** contends, for example, that game theory is a useful logic for understanding real political actions by actual actors. Game theory helps explain decisions arrived at by small groups of individuals where their actions are purposeful and the behaviors of each group member affect the outcomes for the entire group. Institutional differences in participants' organizational cultures often lead to the adoption of different strategies by partner agencies involved in playing the same game. The emphasis on repeated interactions in the game theory literature underscores the longer-term view of obligation based on the social and cultural tenets that form the basis of social interaction in society and give reciprocal exchanges explicit meaning (**Powell, 1990**).

## **Core Aspects of Collaboration**

### **Power:**

The many conceptions of power in the area of collaboration are interesting, especially because power is such a difficult concept with which to deal (**Hardy & Phillips, 1998; Phillips et al., 2000; Westley & Vredenburg, 1997; Clegg, 1996**). This is especially problematic when one tries to define power with precision (**Clegg, 1996**). Power is clearly multi-dimensional (**Frost, 1987; Lukes, 1974; Phillips, 1997**) and can take many forms. There seem to be two main theoretical frameworks with which the idea of collaboration and power are most often allied in the literature, those having the resource-dependency and those emphasizing the political economy frameworks. According to **Wood and Gray (1991)**, collaboration occurs when “a group of autonomous stakeholders of a problem domain engage in an interactive process, using shared rules, norms and structures, to act or decide on issues related to that domain.” The idea of having "power over" or "power to" is evident in collaboration research allied with resource dependency theory (**Pfeffer & Salancik, 1978**). Uncertainty, expertise and access to tangible assets and contacts are seen to affect the collaborative participant's behavior and the outcomes of collaborations (**Gray, 1985; Gray & Hay, 1986; Gray Gricar & Brown, 1981**).

A second important collaboration and power perspective, the political economy perspective, views inter-organizational relations as “controlled in the final analysis by more fundamental considerations of resource acquisition and dominance” (**Benson, 1975, 235**), with resources here being defined as tangible economic assets. This emphasis on command of resources is important because the power distribution in a newly developing

collaborative partnership is always somewhat uncertain. The stakeholders' power in other settings related to the problem will, however, likely influence their power within the collaborative domain. Therefore, some stakeholders will hold greater control over critical resources for solving problems than will others (**Aldrich, 1976, 1977; Benson, 1975; Proven, Beyer, & Kruytbosch, 1980**). Stakeholders who have more limited access to critical resources become dependent on or vulnerable to the actions of others in the domain (**Aldrich, 1976; Jacobs, 1974; Pfeffer & Salancik, 1978**), resulting in an imbalance of power. When these less powerful stakeholders have no voice at all (**Hirschman, 1970**), they must seek to remedy this condition by first engaging in power-building tactics to influence the domain. For these power-building tactics to be successful, however, the less powerful must force the more powerful to acknowledge the latter's dependence on the less powerful in some way.

When efforts at collaborative problem solving take place in interorganizational settings, political issues often arise with respect to the distribution of power among various organizations with a stake in the matters being considered. **Gray and Hay (p. 122)** identify three principal political issues: the role of power in the selection of participants, the role of power in each stakeholder's decision as to whether or not to participate in the collaborative effort, and the power of participants to have the partnership's recommendations implemented. All three of these aspects of political power will be investigated in the study of the decade-long collaborative partnership created to address the problem of violence against women in Spokane, Washington.



**Trust:**

Most studies that conceptualize collaborative partnerships as a distinct form of unstructured cooperation tend to emphasize the need to build trust among participants as an overriding goal; trust is usually seen as the primary means of binding participants in unstructured, non-market interactions (**Alder, 2001**). Consequently, these studies advise practitioners to focus their efforts on mutual interests, the development of a shared vision, and select participants in a collaborative effort who are likely to be trustworthy – all strategies that are designed to build trust in accordance with different theoretical perspectives on collaborative problem solving (**Axelrod, 2001; Keyes et al., 1996; Sabel, 1992**).

Collaboration gives rise to a wide range of issues causing concern for managers (**Huxham & Vangen, 1996**), and hence a variety of administrative factors would seem integral to the success of an inter-organizational collaborative partnership. The issue of trust in particular has been reported repeatedly to be among the most significant factors at play in the collaborative processes. Literature across the fields of political science, psychology, economics, sociology, organizational behavior and the management sciences focuses on trust in the context of collaboration. Their respective contributions offer a host of diverse conceptualizations and interpretations, and several recent contributions have aimed to provide an overview of, and synthesize theories regarding trust (**Kramer & Tyler, 1996; Lane & Bachmann, 1998; Mayer, Davis & Schoorman, 1995; Sitkin, Rousseau, Burt, & Camerer, 1998**).

Some theorists note that in collaborative processes, individual partners often demonstrate a willingness to interact collaboratively only if other partners demonstrate

the same willingness. This “I will if you will” mentality is based on the perceived degree of obligation, such that partners are willing to bear initial disproportional costs because they expect that their partners will equalize the distribution of cost and benefits over time out of a sense of duty – a phenomenon which **Ring & Van de Ven (1994)** call “fair dealing.” **Axelrod (1984, 1997), Ostrom (1990, 1998), and Powell (1990)** all identify *reciprocity* as a key factor in successful collective action. Axelrod (1984), for example, found that tit-for-tat reciprocity in prisoner’s dilemmas games, when accompanied by repeated interaction, can lead to effective collective action over time. In this regard Ostrom (1998) concludes that evidence from laboratory experiments shows that a large proportion of the population in these experiments believes that others will reciprocate, making collective action possible (p. 39).

Closely related to reciprocity is the belief among a group of individuals that another group: (1) will make “good-faith efforts to behave in accordance with any commitments, both explicit and implicit;” (2) will “be honest in whatever negotiations preceded such commitments;” and, (3) will “not take excessive advantage of another even when the opportunity is available” (**Cummings & Bromiley, 1996, 303**). These dimensions of generalized assumptions of trustworthiness have direct application to the study of inter-organizational relationships. **Bardach (1998)** identifies trust as a key element in one of two dimensions of interagency collaborative capacity, and the findings of **Huxham and Vangen’s (2005)** based on extensive action research on collaboration lead them to conclude that trust is a critical component of collaboration. This literature quite appropriately notes that trust building takes an inordinate amount of time and a great deal of nurturing where it is in short supply.

## **Governance:**

Partners who seek to collaborate must understand how to make decisions jointly about the rules that will govern their behavior and relationships; they also need to create decisional structures for reaching agreement on collaborative activities and goals through shared power arrangements. The literature on collaboration describes governance variously as participative decision-making (**McCaffrey, Faerman and Hart, 1995; Wood and Gray, 1991**); shared power arrangement (**Clift et al., 1995; Crosby & Bryson, 2005**); and interest-based problem solving (**Hellriegel, Slocum & Woodman, 1986**).

Much of the literature on governance tends to point toward: (1) a lack of authoritative structure of hierarchical division of labor (**Huxham, 1996**); (2) an awareness that participants are not only directly responsible for reaching an agreement, but must also impose decisions on themselves (**Gray, 1989**); (3) a willingness to accept that all participants have legitimate interests, such that outcomes “reflect group consensus, not coalitional or power politics” (**McCaffrey, Faerman, & Hart, 1995; 612**); and, (4) an understanding that this kind of governance emphasizes openness in information sharing, respect for the opinions of others, and potentially lengthy negotiations to reach agreement (**Thomson, 2001**). When parties come together to collaborate, they make a number of choices that govern a variety of collective action problems implicit in joint decision making: in particular, they must decide how to collectively develop sets of working rules to determine who will be eligible to make decisions, which actions will be allowed or constrained, what information needs to be provided, and how costs and benefits will be distributed (**Ostrom, 1990**).

**Weiner and Alexander (1998)** published an insightful study of the challenges of governance encountered in the workings of community health partnerships; this study provides many useful clues as to what issues are likely to require attention in this study of collaborative partnership effort to prevent violence against women in Spokane, Washington. The challenges identified by Weiner and Alexander focus in part on growth and development – specifically, how to institutionalize and formalize a collaborative partnership. Also, Weiner and Alexander focus on how to maintain accountability and how to establish and sustain role definitions. According to Weiner and Alexander, partnerships involve a continuum of simple to highly complex questions, beginning with rudimentary issues about organizational structure and the development of management information and control systems and eventually proceeding to complex questions of legal structure and governance. They conclude that it is not surprising that partnerships have much in common with formal organizations because the development of collaborative partnerships involves coping with a number of problems that organizational systems are designed to solve. Weiner and Alexander observe in this regard: “The management of partnerships involves action in an unstructured space only in the sense that it involves action in a not-yet-structured space” (p. 16).

The argument put forward by **Lowndes and Skelcher, (1998)**, however, is that *collaborative partnerships* as an organizational structure are critically distinct from *network* as a mode of governance – the means by which social co-ordination is achieved. The creation of a partnership board does not imply that relations between actors are conducted on the basis of mutual benefit, trust, and reciprocity – the characteristics of the network mode of governance. Rather, partnerships are associated with a variety of forms

of social co-ordination – including network, hierarchy and market. According to Lowndes and Skelcher, the failure to distinguish between partnerships and the modes of social co-ordination that accompany them has constrained theoretical development and empirical investigation alike. Again, Lowndes and Skelcher argue that market and hierarchical arrangements as well as networking are all apparent in collaborative partnerships. They propose that collaborative partnerships pass through a life cycle in which different modes of governance assume a particular importance at different points in time and in relation to particular partnership tasks. Strategies to develop effective partnerships thus involve combining different modes of governance in an environment where the power relations between various partners will be shifting and the resulting dynamics will at one point stimulate co-operation, and at another point competition.

From a public policy perspective, such collaborative partnerships as those studied in this dissertation provide an apparently powerful governance mechanism for engaging relevant stakeholders and motivating joint action (**Sullivan & Skelcher, 2002**). Skelcher argues that partnerships embody a tension between two public policy principles – effective democratic guidance and control to assure the public interest is served, and effective program delivery to enhance community welfare.

### **Sustainability:**

Collaborative partnerships operate on the basis of voluntary arrangements rather than hierarchical control. Consequently, the partnership's authority to set agendas, allocate resources, and resolve conflict is somewhat tenuous, deriving more from consent than from equity ownership or contractual authority (**Alexander et al., 2001; Huxham,**

1996). This tenuousness arises from the fact that members of the collaborative partnership are only loosely bound to the organization and they can leave should the partnership take an unacceptable position. Lack of barriers to exit is an omnipresent threat to partnership sustainability (Alexander et al., 2001; Zuckerman, Kaluzny & Ricketts, 1995).

Additionally, collaborative partnerships often consist of a broad spectrum of public, nonprofit, investor-owned and local community-based organizations. Cultural differences that arise from differences in time horizons, risk orientations, and decision-making styles make it difficult to design a collaborative partnership structure and set of operational rules that are acceptable to all parties (Alexander et al., 2001; Sink, 1996; Weiner, Alexander, & Zuckerman, 2000). Because the *structural glue* present in most formal organizations is lacking in most partnerships, considerable efforts by collaborative partnerships in the short term are focused on building trust and establishing collaborative decision-making norms rather than achieving active movement toward the goals of the partnership (Gulati, Khanna & Nohria, 1994; Huxham, 1996). In a similar vein, collaborative partnerships consist of members with varying levels of resources and effort commitment to the partnership, and varying degrees of overlap between their own intuitional goals and activities and those of a partnership (Okubo & Weidman, 2000; Swain, 2001). All partner organizations must walk a fine line between commitment to the partnership and its goals, on one hand, and commitment to the goals of their home organizations on the other hand (Gamm, 1998; Huxham, 1996; Sink, 1996; Zuckerman, Kaluzny & Ricketts, 1995). This duality leads to considerable stress, and

this stress tests the ability of collaborative partnerships to sustain their collective action consistently over the long term.

Despite the critical importance of sustainability to the success of collaborative partnerships, and despite the awareness of the many threats to sustainability, **there are few evaluations that provide collaborative partnerships with clear guidance on long-term viability.** Because extended funding for partnership evaluation is rarely provided, the structural constraints on researchers interested in systematically examining questions of sustainability are significant. The 3- to 5-year horizon of most evaluations is usually adequate only for assessing the early stages of partnership development. As a result, the available literature contains few empirical investigations on the topic (see: **Butterfoss, Goodman & Wandersman, 1993, 1996; Green, 1997; Kegler et al., 1998; Kreuter, Lezin & Young, 2000; Shortell et al., 2002**). Adding to the dearth of empirical study, the theoretical writings on sustainability are subject to considerable controversy, beginning with the definition of the core concepts at play. Scholars disagree most fundamentally on what it is that should be sustained – for example, the partnerships as organization, its values, or its initiatives (**Doz & Hamel, 1998; Goodman et al., 1996**).

While specific interventions come and go, the ongoing ability to collaborate under different conditions represents a durable resource that enhances the social capital of the communities in which collaborative partnerships arise to serve citizen needs. It is this particular weakness with respect to long-term follow-up and longitudinal study in the literature on collaborative partnerships in the public safety area of violence against women that this dissertation aims to address.

## **Diverse Disciplines**

When actors from different sectors focus on the same issue, they are quite likely to think about it differently, to be motivated by different goals, and to use different analytical approaches. Collaboration and problem-solving partnerships in criminal justice constitute a fairly recent development. Both public and private non-profit agencies are increasingly joining forces in an effort to address a wide array of social problems affecting the country such as drug addiction, growing rates of poverty in the midst of plenty, and high levels of gun crime and violence. Criminal justice partnerships have been used for objectives including enhanced enforcement (**Evans, 1997**), the sharing of information (**Brazeau & Peterson, 2000**), improving relationships with the public (**Pressman, Chapman, & Rosen, 2002**), and simply reducing crime through the pooling of resources to promote prevention.

Most research concerning collaborative partnerships in criminal justice involves the bringing together of traditional criminal justice actors (police, courts, corrections) with professionals from other public agencies as well as the private sector. Fairly common are collaborations between police or corrections and treatment providers. Sex offender treatment in particular has benefited from partnerships with the private sector (**Faller & Henry, 2000; McGarth, Cumming & Holt, 2002; Olson, 1985; Shaprio & Rinaldi, 2001**).

Among today's managerial challenges in criminal justice is a growing need to collaborate with other organizations. Collaborative activities take many forms, but rather little was known about them until their numbers and importance began to grow in the 1980's (**Gray, 1989**). Whereas the 1980's witnessed an explosion in business-to-



business partnerships (**Barkema, Shenkar, Bermeulen, & Bell, 1997; Shenkar & Li, 1999**), the 1990's fostered an "unprecedented surge in interest and activity between firms' and nonprofits (**Crane, 2000, p. 163**). These collaborations, especially those involving the natural environment, are often described in considerable detail (**Bendell, 2000; Lober, 1997; Murphy & Bendell, 1997**) but their internal dynamics are rather under-explored (**Crane, 2000**).

New organizational forms are being created to embody these new relationships, and one class of such arrangements is cause-based partnerships (CBPs) between one or more business and non-profit organizations. CBPs are cross-sector partnerships that are intended to respond simultaneously to the discussions and values of civil society and address organizational needs. Related terms are social partnerships (**Waddock, 1991**), inter-sectoral partnerships (**Waddell & Brown, 1997**), issues management alliances (**Austrom & Lad, 1989**), and cross-sector collaborations (**Austin, 2000**). CBPs organize to alleviate a social problem (e.g., Special Olympics) for which management exceeds the scope of any single organizations (**Chevalier, 1966; Waddock, 1991; Westley & Vrendenburg, 1991**).

Partnerships and interagency collaboration have been widely touted by nonprofit funders, government agencies, and community-based organizations as an effective means to improve the outcomes of social service delivery, to enhance the collective capacity of partnering agencies, and to increase the comprehensiveness of social services for those in need of effective state support (**Clegg & Hardy, 1999; Cropper, 1996; Harrison & Weiss, 1998; Weiner & Alexander, 1998**). The popularity of this approach has led to a rapid proliferation of research examining collaborative partnerships, focusing heavily on

effective strategies and predictable challenges to the initiation and active practice of collaborative action. However, even with the significant knowledge gained about the nature of collaborative partnerships, considerable uncertainty remains about its long-term impacts (e.g., **Backman & Smith, 2000; Israel, Schulz, Parker & Becker, 1998; Provan & Milward, 1995; Shortell, 2000**). **Takahashi and Smutny (2002)**, make the argument that rather than representing a more efficient model of service delivery, collaborative partnerships may in fact only represent short-term strategies for social service agencies to cope with changing funding mandates and policy-related shifts. Consequently, collaborative partnerships may not result in sustained heightened program coordination in the long term. The particular temporal, spatial or financial conditions that gave rise to some collaborative partnerships may hamper their ability to adapt to changing conditions, limiting their potential for long-term viability and the achievement of community impact.

The question of sustainability and ultimate impact of collaborative partnerships as judged from a long-term study is clearly an important one. It is the case that collaborative partnerships are particularly pronounced in the fields of urban neighborhood and rural community regeneration, where local government authorities have created working arrangements with a range of social service agencies and private foundations and non-profit organizations to promote the economic, social and political revitalization of disadvantaged local communities. Similarly, collaborative partnerships are also found in health care, education, environmental and other policy sectors.

There is clearly a significant transformation taking place in the governance of American cities and local communities, as well in local communities in other countries.

In this regard questions have arisen as to what extent democratic practices are integral to the design of governmental institutions operating in *collaborative spaces* - that is, those policy and spatial domains in which multiple public, private and non-profit actors join together to frame, shape and implement public policy. These collaborative partnerships are structured through institutions that combine various mixes of public, private, community and non-profit actors to contest and deliberate on policy and program choices affecting particular spatial and functional communities. Examples from diverse national settings which have been studied in some detail and for which published studies are available include an economic revitalization initiative undertaken in Newark, New Jersey (**Mathur, 2003**), a program to reduce drug abuse carried out in several Swiss cities (**Walti et al., 2004**), and the delivery of improved urban management in South Asia (**Slater, 2001**). These are all examples of institutional arrangements for collaborative public governance in some form of partnership whose board or management committee is composed of the various assembled interests. These are partnerships within their respective collaborative spaces rather than being structured within the formal institutions of a particular government. All of these studies offer useful guidance for analysis of the decade-long collaborative partnership to prevent violence against women in Spokane, Washington.

### **Evaluation Methods and Topics of Assessment**

The ideal collaboration is a mutually beneficial and well-defined relationship entered into by two or more organizations for the purpose of achieving common goals. The ideal collaborative relationship includes a commitment to the following outcomes: 1)

the identification of mutually beneficial relationships and goals; 2) a jointly developed structure and set of shared responsibilities; and, 3) shared authority and accountability for success; and meaningful sharing of resources and rewards. Beyond these characteristics, a number of researchers have identified the additional indicators of a strong collaborative partnership being active member involvement and effective leadership demonstrated through focused goal setting and demonstrated impact (**Allen & Hagen, 2003; Bradshaw, 2000; Fishman et al., 2000; Hogue et al., 1995; Taylor-Powell & Rossing, 1998**).

### **Member Involvement**

Membership in collaborative partnerships should be flexible and continuously evolving. However, collaborations may have difficulty diversifying and engaging members in active involvement as they are often faced with administrative challenges and spread their meager resources too thinly to maintain active involvement (**Bradshaw, 2000; Taylor-Powell & Rossing, 1998**). Several researchers identify shared vision and responsibility, diverse membership, voluntary participation, and points of view drawn from multiple perspectives as major criteria of success in collaborative partnerships (**Allen & Hagen, 2003; Fishman et al., 2000; Hogue et al., 1995; Taylor-Powell & Rossing, 1998**). Fishman and others (2000) state that a shared vision is needed to address identified member needs. Members may indeed have different agendas, but they must work to develop a common mission to address the needs of the collaborative as a collective enterprise (**Allen & Hagen, 2003; Fishman et al., 2000**).

### **Leadership: Vision Development, Goal Setting and Decision-making**

Allen and Hagen (2003) and Hogue and his associates (1995) maintain that leadership is a key characteristic of successful collaborations. Fishman and others (2000) argue accordingly that skilled leadership is important to provide direction to and sustain collaborative partnership. Leaders should take measures to ensure that the balance between member needs and expected outcomes of their collaborative partnership is maintained. However, leadership can be a difficult task to accomplish because the amount of administrative time and the extent of coordination required are often quite high (**Bradshaw, 2000; Taylor-Powell & Rossing, 1998**). Leadership is widely seen as a critical ingredient in bringing parties to the table and for steering through the unavoidable rough patches of the collaborative process. A study of an experiment in participatory management in a child welfare agency concludes thusly in this regard: “no other variable is as critical to the success of efforts to involve staff in organizational decision-making than leadership at the top” (**Pine, Warsh, and Mauluccio 1998, 27**).

Bradshaw (2000) and Taylor-Powell and Rossing (1998) agree that most collaborative partnerships have difficulty in goal setting and decision-making, as they often have vague or broad goals surrounding their mission. A strong collaborative partnership requires a process for shared decision-making that includes member needs while focusing on the agreed-upon mission (**Allen & Hagen, 2003**). The agenda should be driven by the membership and continually assess whether or not the needs of its members are being addressed adequately. This process for shared decision-making is crucial as members who feel they are duly constituted and engaged in decisions become

vested in the collaboration, and are consequently more likely to help the collaboration grow and become effective in pursuing its mission (**Fishman et al., 2000**).

#### Accountability and Impact on Problem

Fishman et al. (2000) argue that any collaborative process should be held accountable by an evaluative process that monitors its progress towards reaching specified outcomes and recommends well-chosen changes for improving outcomes and strengthening the potential for continued beneficial outcomes (**Taylor-Powell & Rossing, 1998**). Many researchers have developed assessment tools to monitor the progress of collaborative partnerships. These tools include such resources as checklists, frameworks, self-assessments, and attitudinal scales that measure how a particular collaborative partnership compares to key ideal characteristics (**Allen & Hagen, 2003; Borden & Perkins, 1999; Butterfoss, 1998; Clark, Burt, Schulte & Maguire, 1996; Fishman et al., 2000; Shepard, 1999; Taylor-Powell & Rossing, 1998**). These are process evaluation tools, in the main, which can be used to determine how well the administration of the collaborative partnership is being carried out, and how well group dynamics, leadership, sub-committees, and associated collaborative activities are being attended to in bringing about favorable outcomes (**Allen & Hagen, 2003; Fishman et al., 2000; Perkins, 2002**).

Research on collaborative governance often adopts a normative tone for how policy-making and decision-making should occur. Scholars adopting this normative stance use this model to: a) identify weaknesses in more traditional, hierarchical, or adversarial models of decision-making and push for more collaborative strategies; and, b)

to evaluate instances where collaborative strategies are utilized but have fallen short of a genuine model of collaborative governance. Innes and Booher employ such a normative approach to their analysis of collaborative policy-making. They argue that collaborative governance models must engage in “authentic dialogue” in which each stakeholder “legitimately represents the interests for which he or she claims to speak” (**Innes and Booher, 1999, 38**). Stakeholders should come to the table with their interests, but be open-minded about their positions. They must be willing to “seek mutual gain solutions” (**Innes and Booher, 1999, 38**).

Some difficulty arises in the types of measures used to characterize decision-making models. Scholars differ in the units of analysis and indicators to be used to judge governance models to be genuinely collaborative. The debates regarding the benefits and drawbacks of collaborative governance require, first and foremost, the development of a series of indicators of collaborative governance. Scholars have developed indicators based on both process and desired outcomes of collaborative governance. Smith’s approach to measurement exemplifies the extensive use of outcome indicators. **Smith (1998)** provides an analysis of five collaborative partnerships developed to establish conservation plans for Pacific Northwest Salmon. She argues that despite the presence of genuinely collaborative qualities, these well-intentioned efforts failed to reach a high form of collaborative governance. To support her argument Smith describes a genuine collaborative process as entailing the following: 1) consistent attempt to develop consensus decisions; 2) involve affected parties or stakeholders directly in the decision-making process rather than in a consultative role; 3) approach decision-making as an attempt to satisfy stakeholder interests as opposed to uphold stakeholder rights; and, 4)

seek creative solutions that increase the ability of all affected parties to satisfy their respective interests rather than merely achieve an allocation of relatively scarce resources (p.50). Smith relies on outcome measures to determine the extent to which processes are collaborative in each of these six areas: 1) Was agreement achieved? 2) Were participants “satisfied with the fairness of the collaborative process, their participation in the process, and the outcome of the process”? 3) Was the agreement durable? 4) Did the collaborative lead to good substantive agreement? 5) Did the collaborative process build the capacity of affected parties to solve problems and resolve disputes? And finally, 6) Did the “collaborative processes facilitate the creation of common values in a pluralistic society?”

While these indicators are clearly important for determining the success of collaborative governance models, they do not determine the degree to which a process is collaborative. This logic seems to hold that collaborative decision-making models will always yield positive outcomes because if they produce negative results they are not collaborative! The exclusive use of outcomes to determine whether or not decision-making modes are collaborative is therefore highly problematic. That being said, it is important to note that outcome indicators are critical when analyzing whether collaborative partnership models are to be judged successful.

Process measures focus on the procedural aspects of decision-making in order to determine the degree to which a decision-making process was collaborative. Rather than focusing on the quality of the agreements achieved or whether the agreement proves durable, scholars generally have focused on process indicators to analyze factors such as the recruitment and sustained engagement of stakeholders, the comparison of leadership



styles, and the presence or absence of consensus building techniques. Walter and Petr (2000) focus their joint attention on a number of process indicators. They use the term interagency collaboration to describe a model entailing a “fluid process through which a group of diverse, autonomous actors (organizations or individuals) undertakes a joint initiative, solves shared problems, or otherwise achieves common goals” (Walter and Petr 2000:494). This idealized process is characterized by “mutual benefit, interdependence, reciprocity, concerted action and joint production” and often requires “ideally a common vision; a jointly developed structure; the sharing of work, resources and rewards” 2000: 495

### **Participatory Inclusiveness**

An important role of leadership in collaborative governance is to help a variety of stakeholders discover and articulate winning solutions. As Chrislip and Larson correctly observe: “In successful collaborative initiatives, leadership is focused primarily on the success of the collective endeavor. Differences in power and authority among participants are almost ignored. What emerges is a pattern of behavior analogous to what others have called transforming, servant, or facilitative leadership. This kind of leadership is characterized by its focus on promoting and safeguarding the process (rather than on individual leaders taking decisive action)” **Chrislip and Larson, 1994, 125).**

The procedural legitimacy of collaborative governance depends on the access that all stakeholders have to the process. Only those individuals and groups that feel they have had a legitimate opportunity to participate are likely to develop a “commitment to the process” (as opposed to connection to a specific outcome). The literature on

collaborative governance strongly emphasizes the point that the collaborative process must be open and inclusive. As Chrislip and Larson (1994) again correctly observe: “The first condition of successful collaboration is that it must be broadly inclusive of all stakeholders (including those who may be “troublesome”) who are affected by or care about the issue.” (p. 44). Moreover, stakeholders’ participation must be not simply tolerated, but rather it must be actively sought and encouraged. Gray observes in this regard that disputes over the legitimacy of including certain stakeholders are certain to arise, but “...successful collaboration depends on including a broad enough spectrum of stakeholders to mirror the problem” (1989, 68). **Gray (1996)** found that successful collaborations pay considerable attention to getting stakeholders to participate. She also finds that a key reason for the failure of collaborative efforts was failure to include critical stakeholders.

Not all of the limited number of meta-analyses on collaborative partnerships that have been performed to date have encouraging results to report regarding the track record of observed and documented collaborative partnerships. For instance, **Roussus & Fawcett (2000)** reviewed 34 studies of 252 collaborations and concluded that the “findings...are insufficient to make strong conclusions about the effects of collaborations on population-based outcomes.” In a review of 68 health changes based on collaborative interventions, **Kreuter, Lezin & Young (2000)** could find only six examples clearly documenting that beneficial change had occurred and positive benefits continued after the changes made took place.

These reviewers suggest that collaborative partnerships sometimes simply prove to be inefficient mechanisms for bringing about improvement, particularly if they are not

carefully planned and properly executed at the outset. For instance, because collaborative partnerships are often poorly resourced, and because community-based volunteers typically staff them, they simply may not have the resources needed to match immediate interventions and long-term strategies to sustainable outcomes. In the end, many collaborative partnerships are not successful in meeting their self-defined goals, or at least are not sustained overtime – despite their continuing need for assistance in the collaborative effort. The reasons for this frequent problematic outcome are numerous, according to the growing research available on this topic (**Backer & Norman, 1998, 200; Kaye & Wolff, 1997; Kreuter, 1998; Krueter, Lezin, and Young, 2000**). Some of the principal reasons brought to life in the research literature are discussed in the following paragraphs.

Turf and competition issues frequently arise, and there is often “bad history” in the community from past collaborative efforts that have failed. Sometimes the collaborative partnership becomes more interested in sustaining itself than in doing the work it was originally created to do. Many such groups have endless planning meetings that seldom lead to effective action. The size of the collaboration also may have a bearing on its style and method of operations.

**Lasker & Weiss (2003)** concluded that much of the frustration and lack of effectiveness experienced with collaborative partnerships is due to the limited involvement of the people who are most directly affected by the problems which the collaboration is trying to address. In spite of all of the rhetoric about engaging in collaboration, these “client group” people rarely play an influential role in determining

which problems are important, how they came about, how they should be tackled, and what successfully addressing shared problems means.

Give these critical observations it can be said that considerable skepticism exists about the current fervor for collaborations, both in the social science literature and among those public sector agencies involved in such activities. Former Surgeon General Jocelyn Elders put it humorously but pointedly in an address she made to the Rosalynn Carter Mental Health Symposium several years ago: “Collaboration has been defined as an unnatural act between non-consenting adults. We all say we want to collaborate, but what we really mean is that we want to continue doing things as we have always done them while others change to fit what we are doing” (**Backer & Norman, 1998**).

Evaluations of long-term outcomes attributable to collaborative partnerships remain sporadic at best, and the results to be gleaned from such studies remain unclear. **Kegler et al. (1998)** noted that “given the major role of coalitions in community health promotion as it is currently practiced in the United States, it is surprising how little is known empirically about this approach.” In a recent review of healthy community coalitions in Massachusetts, **Berkowitz & Wolff (2000)** surveyed 40 coalitions on their evaluation practices. Even though 89% reported being engaged in some form of evaluation of their work, these evaluations were “irregular, partial and nonsystematic.” Berkowitz and Wolff noted that, “very few initiatives took part in regular, formal, planned evaluation over an extended period of time” (p. 27).

Despite the paucity of empirical evidence derived from systematic evaluation studies, the **McKnight Foundation (1991)**, (p. 57) has offered the following highly favorable commentary on collaborations: “Collaboration results in easier, faster and more

coherent access to services and benefits and in greater effects on systems. Working together is not a substitute for adequate funding, although the synergistic effects of the collaborating partners often result in creative ways to overcome obstacles.” The faith in collaboration remains strong today, more than a decade after these optimistic words were written. Much advocacy of collaboration continues, particularly in the areas of social services and public safety. Fortunately, some quite promising scholarship is being done to promote insightful evaluative research in this area.

The *Pathways to Collaboration Workgroup* is organized by the Center for the Advancement of Collaborative Strategies in Health at The New York Academy of Medicine, and is generously funded by the W. K. Kellogg Foundation (the nation's second largest private foundation which has a long-term interest in the promotion of collaborative processes for addressing community-based problems). The Workgroup has brought together seven operating partnerships that have many of the characteristics of successful collaborative partnerships outlined in **Lasker & Weiss (2003)** and, as a result, are making important and lasting improvements in their respective communities.

In January 2004, the Pathways to Collaboration partnerships began working with each other and with a support team of people with additional technical skills to explore what they are doing in unprecedented detail. By December 2006, the Workgroup aimed to: 1) document what can be accomplished through this kind of people-oriented, community-driven collaboration; 2) describe what it takes to initiate, run, and sustain an effective collaborative process; and 3) develop reliable measures that can determine the extent to which such a collaborative process is actually happening in a community. Based on this line of research, the following set of philosophical and practical

“challenges” – and the extent to which they are met by the violence against women collaborative partnership in Spokane, Washington upon a decade-long effort – will structure an evaluation of that process.

**Fawcett et al. (1993)** have developed a model for evaluation that emerged from the efforts of the Work Group on Health Promotion and Community Development at the University of Kansas. Fawcett et al. assume that collaborative partnerships should be evaluated in order to more fully understand and improve their *process* (the pattern of actions taken to bring about change), *outcome* (changes in policies, programs and practices) and *impact* (actual changes in indicators of individual behavior). Despite the high activity level sustained over time and the outward appearance of active collaboration, data collected by the University of Kansas researchers suggest that both practical and philosophical problems often hinder inter-agency collaborative partnership efforts during both the initial planning and the longer-term implementation phases of collaboration.

### **Self- interest and Common Cause Motivations**

Motivations for participation are not entirely goal oriented in any collaborative partnership. This fact raises questions of whether agencies and community-based groups are motivated to participate primarily out of self-interest – to protect their “turf” – or out of a desire to join in a “common cause.” There may be partners who consciously or unconsciously strive to remain in control, protecting their own interests at any cost. These sentiments affect each agency’s sense of safety, security, and membership in the wider systems represented in the collaborative process.

### **Facilitative and Transformational Leadership**

Perceived dominance appears to undermine the necessary conditions of power sharing and sense of collective ownership. According to **Alexander (1995, 31-32)**, resistance to a collaborative process can result from a growing dissatisfaction with and distrust of leadership that is fueled by a fear of loss of power occasioned by the felt need by leaders to try to solve problems expeditiously by making decisions unilaterally. Concerns can also arise from a lack of leadership initiative in collaborative undertakings when none of the agency representatives is willing to take the lead when it is necessary that leadership be demonstrated.

### **Organizational Purpose and Role Expectations: Organizational Culture**

Perceptions of waning interest in collective activities, lack of organization, irregular scheduling of meetings, and unclear expectations of participants are all symptoms of unclear goals and expectations. Although collaborative efforts may offer the best hope for long-term solutions to many wicked problems faced by local communities, organizational problems and the failure to frame expectations accurately and concisely pose serious potential threats to effective collaboration and the ultimate realization of goals.

According to Thacher, one element to look for in analyzing a collaborative partnership is to see if a cultural dimension matches the structural aspects of organizational development. An evaluation study should try to determine whether a collaborative partnership develops a full-blown organizational culture beyond the shared understandings about principal tasks and agencies roles. Many times, in response to

frustrations of interorganizational conflict, important norms take root that help to define the contours of the collaborative partnership's mission. Participants can come to develop shared understandings about the kinds of issues that are and that are not appropriate to raise within the confines of the partnership (**Thacher, 2004**).

Gray points out that although both cooperation and coordination may occur as part of the early process of collaboration, collaboration represents a longer-term integrated process "through which parties who see different aspects of a problem...constructively explore their differences...search for solutions that go beyond their own limited vision of what is possible" (1989, 5) and implement those solutions jointly. In her interviews with public agency directors conducted between 1995 and 2000, Thomson (2001a) found that, in contrast to the ease with which they described cooperation, agency directors frequently used complex metaphors to describe the process of collaboration such as "stepping into other people's shoes," "the combination of hydrogen and oxygen atoms to form water," and "combining yellow and green circles to form a larger blue circle."

In their review of numerous case studies over many years, for example, **Huxham and Vangen (2005)** describe five fundamental characteristics of collaborative situations, each of which implies a messy, contradictory, dynamic process that is defined by multiple viewpoints and a variety of unintended outcomes. Other scholars identify yet different elements of collaboration. For example, **Roberts and Bradley (1991)** argue that the principal elements of collaboration are a trans-mutational purpose, explicit and voluntary membership, adaptive organizational arrangements, an ongoing interactive process, and a clear temporal property. For Gray (1989), collaboration involves



interdependence, dealing constructively with differences to arrive at solutions; joint ownership of decisions, and collective responsibility that recognizes collaboration is continually an emergent process.

**Thomson (2001a)** builds on this earlier research by systematically reviewing and analyzing a wide variety of definitions of collaboration found in the multi-disciplinary research literature. She concludes that the essence of collaborative processes can be distilled into five key dimensions. Movement along the five dimensions depends on a wide variety of factors, including but not limited to internal relationships (**Bardach, 1998; Huxham and Vangen, 2005; Ospina & Sag-Carranza, 2005; Sink, 1996; Williams, 2002**) and external factors such as antecedent conditions (**Gray & Wood, 1991**). The dimensions vary from low to high, but the complexity and uncertainty of the process suggest that linking inputs to outputs is rather difficult, and we are unable, at this juncture, to specify an optimal level for all five dimensions.

## **Conclusion**

The literature on collaborative partnerships provides a sound basis for designing an evaluation of the Spokane Domestic Violence Team initiative. The lack of assessments of long-term collaborative partnerships such as this one makes this an important study. The domestic violence area is one of many where this collaborative approach is in use – making this a valuable study of wide import.

The Spokane Regional Domestic Violence Team is a multi-agency organization that presumably began with an agreed upon set of goals and processes. But there are questions concerning the pre-existing relationships of the various players, and to what

extent they were involved in the planning of the grant proposal and eventual collaborative partnership implementation planning. This dissertation represents an evaluation of the Spokane Regional Domestic Violence Team's (SRDVT) efforts after ten years of existence. The evaluation will examine how the SRDVT implemented the project, how it identified important issues to be addressed, how it made modifications in its operations, and how it was sustained for ten years. Major reliance in the design of the evaluation will be placed upon the insight derived from the Pathways to Collaboration Workgroup's work funded by the W.K. Kellogg Foundation and documented in the form of principal philosophical and practical challenges to be met in collaborative partnerships by researchers at the Center for the Advancement of Collaborative Strategies in Health at the New York Academy of Medicine..

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## CHAPTER FOUR

### REASERCH METHODOLOGY

Responding to the promising potential of collaborative partnerships to enhance the effectiveness of collective efforts to address wicked problems close to the source of those problems at local community levels of action, prominent philanthropic foundations and many federal, state and local governmental agencies in the United States have invested hundreds of millions of dollars in the promotion of partnership initiatives (**Israel et al., 1998; Mitchell & Shortell, 2000; Galea et al., 2001**). The substantial interest devoted to and the enormous investment of funds into collaborative partnerships in many cases have been matched by the passion of the people directly involved in diverse collaborative efforts intended to make a real difference in addressing tough public policy problems. Despite the resources and passion, however, for a number of reasons the considerable experience had with these collaborative initiatives over the last 40 years seems to have generated both frustration and positive results. The terminology associated with these initiatives has been one source of frustration. Terms such as “partnerships” and “collaboration” mean different things to different people. Because of this ambiguity, expectations about the purpose and nature of involvement tend to vary substantially among participants, and often expectations are not met for some “partners” involved in collaborative partnerships. (**Chaskin, 2001**).

Another challenge encountered by collaborative partnerships has been translating the rhetoric and abstract principles of partnership and collaborative participation into active practice. Engaging people and organizations in a successful collaborative partnership and sustaining their active participation in the process often is extremely

difficult (**Swain, 2001**). An additional source of frustration often experienced relates to effectiveness with respect to problem solving capacity. Thus far, it has been very difficult to document outcomes showing that broad participation and collaboration actually strengthen the ability of communities to address difficult problems (**Kegler et al., 2002; Shortell, 2002**).

The majority of evaluations done on collaborative partnerships have focused primarily on their impact upon immediate manifest goals rather than on the impact of the collaborative process per se in achieving those goals. This predominant focus on outcomes likely relates to several noteworthy factors: persisting collaborative partnership processes are not scientifically designed interventions; by nature, these processes are interactive and evolving, and there are no readily available standard benchmarks by which to evaluate the effectiveness of the process (**Bruner et al., 2001**). As a consequence, sustainable collaborative processes have not been considered to be amenable to the “gold standard” of evaluation – i.e., the randomized controlled trial ((**Bruner et al. 2001**). When process evaluations have been conducted on collaborative partnerships, most tend to be highly anecdotal and not comparative in design, a fact which limits their generalizability greatly (**MacFarlane et al., 2000; Kelsner & O’Connor, 2001**).

Another factor contributing to the current predicament on assessing the track record of collaborative partnerships is the multidisciplinary scope of the work entailed in carrying out comprehensive evaluations. Collaborative partnerships have been established to address many difficult societal problems (e.g., poor educational outcomes, health care provision to the uninsured, housing for low income populations,

environmental protection, and crime prevention). Compounding this diversity, the researchers who have developed an active interest in collaborative partnerships come from a wide variety of fields, including not only Political Science but also Public Health, Sociology, Community Psychology, Business Administration, Education and Criminal Justice to name a few. Although in principal the practical and methodological knowledge base concerning collaborative partnerships should be strengthened by such a broad array of experience, fragmentation of effort and lack of multi-disciplinary studies has prevented much of this fruitful sharing of insights from taking place (**Kelser & O'Connor, 2001**). Very few of the researchers involved in this work have drawn on the literature outside their specific focus or disciplinary training (**Kelser & O'Connor, 2001**).

In 2004, the Center for the Advancement of Collaborative Strategies in Health at the New York Academy of Medicine organized a “joint-learning work group” to enable nine collaborative partnerships involved in the *Turning Point Initiative* to learn not only from each other, but also from the broader experience of problem solving through collaborative partnership efforts. These geographically and socio-demographically diverse partnerships – located in Chautauqua County, New York; Cherokee County, Oklahoma; Decatur, Illinois; New Orleans, Louisiana; New York City, New York; north central Nebraska; Prince William County, Virginia; Sitka, Alaska; and Twin Rivers, New Hampshire – represent a subset of the 41 local grantees that were funded by the W.K. Kellogg Foundation in 1997 to use collaboration to transform and strengthen the public health infrastructure of their respective communities (**Baxter, 2001; Nicola & Berkowitz, 2002; Sabol, 2002**). The nine partnerships were brought together because they all sought to achieve the goal of the Turning Point Initiative in a similar way – by

establishing processes that enable them to work together to define and assess the health of the community; identify and understand the nature of the principal problems to be addressed; and, leverage their complimentary strengths to solve high priority community health problems. The work group calls their participatory collaborative partnership process *community health governance* (CHG).

The work group developed a model to explain how collaborative partnership processes should strengthen collective problem solving efforts. The Kellogg Foundation CHG model, which synthesizes a number of previously disparate ideas, defines operationally what a successful collaborative problem solving process should be. By providing a pathway to explain how collaborative partnerships should work, the model makes it easier to determine whether they do in fact work as intended, and helps to identify the particular characteristics these collaborative partnership processes need to have in order to strengthen the process of collective problem-solving in their respective communities.

### **The W.K. Kellogg Foundation CHG Model**

The model developed on the basis of the experience of the Kellogg Foundation-funded public health collaborative partnerships holds that to strengthen the capacity of collaborative partnerships to solve difficult problems, they must develop processes that achieve *three proximal outcomes*: individual empowerment, bridging social ties, and synergy. The model holds that all three of these proximal outcomes are needed to strengthen collaborative partnership problem solving, and that these proximal outcomes not only improve the collaborative process, but also enhance the capacity of the

partnership to solve complex problems. Further, the model holds that a collaborative partnership process needs to devote effort to the achievement of these proximal outcomes, and particular kinds of *leadership* and *management* studies skills are required to promote the achievement of these proximal outcomes.

Although collaborative partnership problem solving appears to have an important role to play in addressing difficult community problems in the public health arena, there is a substantial and growing concern about the ability of people from various disciplines to work together effectively to solve these wicked problems in other areas of concern (Kelser & O'Connor, 2001; Potapchuk et al., 1999; O'Connor & Gates, 2000). Many collaborative partnerships, attempting to address particular troublesome societal problems, have found that they cannot do so unless they also fix the problem-solving process at the core of the collaborative partnership. This difficulty is due to a number of reasons; for example, they need to be able to identify important problems and take advantage of assets that are currently being overlooked; they need to get a deeper understanding of the root causes of complex problems; they need to develop effective ways to deal with problems that have been intractable; and they need to be able to take coordinated and sustained action to address those problems.

### **Proximal Outcomes**

The three proximal outcomes featured in the Kellogg Foundation model reflect the belief that in order to address shortcomings in collaborative process problem solving these three foundational outcomes must be achieved:

- *Empower individuals* by getting them directly and actively involved in addressing shared problems
- Create *bridging social ties* that bring people, disciplines, and agencies together across dividing lines and build trust among them.
- Create *synergy* – the breakthroughs in thinking and action that are produced when a collaborative process successfully combines the knowledge, skill, and resources of a group of diverse participants to make headway in managing a shared problem.

While the proximal outcomes featured in the Kellogg Foundation model are thought of as the core mechanisms by which successful collaborative partnership processes address problems, each of those mechanisms operates at a somewhat different level; empowerment is experienced by individuals, bridging social ties are created dyadically between people, and synergy is the product of a group. The Kellogg Foundation model hypothesizes that *all three* of these proximal outcomes are required to strengthen collaborative problem solving capacities in collaborative partnerships and achieve desired outcomes with respect to the problems they wish to address.

#### *Individual empowerment*

It is important to clarify how the empowerment concept is used in the Kellogg Foundation model. The term empowerment has different meanings for different groups (Eisen, 1994; Israel et al., 1994; Rissel, 1994). The term has been used to connote both an outcome and a process, and it has been applied at individual and group levels alike (Israel et al. 1994; Rissel, 1994; Robertson & Minkler, 1994). In the Kellogg CHG

model, individual empowerment is seen as a proximal outcome. The focus is placed on individual-level empowerment as an outcome because the term has been defined as the ability of people to make decisions and have control over forces that affect their professional lives. According to Zimmerman, individual empowerment has three distinct dimensions. People are empowered when they: (1) believe they have the ability to exert control over forces that affect their lives; (2) have the knowledge, skills and resources to do so; and (3) are actually involved in making decisions and taking actions to improve their lives (**Zimmerman, 1995**). These dimensions of individual empowerment resonate closely with the basic tenets of participatory democracy (**Box, 1998; Berry et al., 1993; Rousseau, 1968; Barber, 1984; Morone, 1990**).

Actively involving members of the collaborative partnership in problem solving can lead to more effective, feasible, and responsive approaches to shared problems, prevent the repetition of ill-advised decisions, and enhance the public acceptance of legitimate decisions (**Thomas, 1995; Chaskin & Peters, 2000**). Equally important, people can be empowered by a collaborative process that is not fully effective in solving problems. The reason this can happen is that empowerment is necessary for effective problem solving, but it is not sufficient by itself. The CHG concept of individual empowerment relates to “being involved” and “the ability to exert control” rather than to the quality of any decisions that are made or the effectiveness of actions that are taken (**Zimmerman, 2000**). Consequently, just because people are empowered does not mean that they are making the kinds of decisions and taking the kinds of actions that can actually solve the problems giving rise to their engagement in a collective action process.



### *Bridging Social Ties*

The Kellogg foundation CHG model hypothesizes that, in addition to empowering people, collaborative partnership problem-solving processes also need to create social relationships that bridge many sectors and levels. The importance of bridging social ties in collaborative partnerships has been duly highlighted in the research literature. Chrislip, for instance, has noted that solving complex problems requires not only connections among like-minded people who advocate a particular cause, but also connections that bring people of differing views together effectively (**Chrislip, 2002**). Referring to the concept of *social capital* – the networks and norms of reciprocity and trustworthiness that arise from social ties – Putnam argues that in order to address our biggest collective problems such as racism and social inequality we need ties of the most broad and bridging kind (**Putnam, 2000**).

To go beyond the adversarial politics associated with competing interests – so that problems can be viewed in relation to each other and information is shared on how problems requiring cooperative efforts can be approached – people need to establish relationships that extend further than their own interests and those of their professional disciplines. To obtain the full range of knowledge, skills, and resources that a collaborative partnership needs to identify, understand and mobilize in order to solve complex problems, ties need to be created between and among people representing the different interests and professional disciplines involved in the partnership. The research literature suggests a number of mechanisms by which bridging social ties help to strengthen problem solving. For one, social relationships play a critically important role

in promoting the development of trust among partners in a collaborative effort (**Putnam & Feldstein, 2003; Heaney & Israel, 2002; Turner & Turner, 1999**).

### *Synergy*

Empowerment and bridging social ties are clearly important components of a collaborative partnership that is able to engage in effective problem solving, but even together in combination they do not explain how a collaborative partnership process enables people and the organizations they represent to work hand-in-hand constructively to identify, understand, and solve complex problems present in their community. Consequently, the Kellogg Foundation CHG model holds that, in addition to getting people involved in addressing problems and creating relationships that enable them to trust each other and provide each other with mutual support, a collaborative partnership process also needs to achieve another foundational proximal outcome – namely, it needs to create synergy.

Synergy in this context can be defined as the breakthroughs in thinking and action that are produced when a collaborative partnership process successfully combines the complementary knowledge, skills, and resources of group participants to make noteworthy headway in addressing shared problems (**Lasker et al., 2001**). In contrast to empowerment, which focuses on individuals, and social ties, which focus on dyadic relationships, synergy is the distinct product of a group. It is created when a group of people and organizations combine their resources in new ways rather than simply exchanging them (**Shannon, 1998; Taylor-Powell et al., 1998**). In a collaborative partnership process that creates synergy, the group as a whole gains an advantage over the independent actions of all of its separate participants (**Lasker et al., 2001**).

Although the literature on collaboration is relatively rich with allusions to synergy, very little empirical work has been done in this area. Nonetheless, recent conceptual work on synergy by Lasker and his colleagues helps explain how the active involvement of a broad array of people and organizations strengthens problem solving through the attainment of synergy (**Lasker et al., 2001; Lasker & Weiss, 2005**).

Conceptually, synergy can strengthen problem solving by promoting a special kind of consensus or arousing a sense of collective purpose that did not previously exist. Rather than agreeing to a position or potential solution that a person or a particular partner organization advocated at the start of the collaboration, a group of people who create synergy develops consensus around ideas and strategies they generate together. In this kind of process, consensus does not require anyone to “give in” or “give up.” Instead, all of the participants contribute to the development of something new and feasible that many people can support (**Shannon, 1998; Taylor-Powell et al., 1998**). When a broad group of participants develop and come to “own” a solution that makes sense to them, implementation is more likely to go smoothly and is more likely to be *sustained* (**Okubo & Weidman, 2000; Bruner, 2000; Clark et al., 1993; Dearing et al., 1998**).

### **Critical Characteristics of the Process**

The Kellogg Foundation CHG model holds that a collaborative partnership process needs to develop certain characteristics to achieve the three proximal outcomes seen as critical to the building of problem solving capacity – individual empowerment, bridging social ties, and synergy – and to effectively engage a broad array of people and

organizations in solving complex problems at the level of local communities. These process characteristics, which relate to *who* is involved, *how* they are involved, and the *scope* of the process, build on the literatures related to the proximal and distal outcomes noted in the practical experiences of the 41 collaborative partnership sites involved in the Kellogg Foundation-funded CHG work group.

*Who is involved?*

Engaging the appropriate people and organizations is central to the work. While there are strong philosophical reasons to involve organizations with diverse ideas and capacities, the Kellogg Foundation CHG model shows that broad engagement is more than an end in itself. Broad engagement is needed to strengthen the capacity of the collaborative partnership to identify, understand, and solve complex problems (**Chrislip, 1994; Potapchuk et al., 1999; McKnight, 1985**). To achieve the three proximal outcomes, and thus to enhance problem solving, the Kellogg Foundation CHG model holds that collaborative partnership processes need to involve far more than the “usual suspects” in their collective efforts.

Weiss found that the ability of partnerships to achieve a high level of synergy is related to the sufficiency of the partnership’s non-financial resources (i.e., knowledge, skills, and expertise; perceptual, observational, and statistical information; connections to people, organizations, and groups; legitimacy and credibility; convening power) (**Weiss, Anderson & Lasker, 2002**). Partnerships with many different kinds of participants have a variety of non-financial resources with which to create synergy, and this is an important advantage over partnerships featuring a few homogenous partners.

Ultimately, everything that comes from a collaborative partnership process depends on the people and organizations participating in it. While the optimal mix of participants in a collaborative partnership is likely to vary according to the phase of the process, the scope of the process, and the particular problem it is addressing, the Kellogg Foundation CHG model provides a logically structured and systematic way to identify people and organizations who should be involved.

#### *How Participants are Involved?*

Just because a collaborative process includes the “right” mix of people and organizations does not mean that it will automatically achieve the three proximal outcomes identified in the Kellogg Foundation model, or that it will prove effective in solving problems. In fact, the Kellogg Foundation CHG model holds that participants need to be involved in special ways to achieve these outcomes – ways that the nine work group sites representing 41 collaborative partnerships find to be very different from the “usual way of doing business” in community public policy work.

#### *Feasibility*

The Kellogg Foundation CHG model holds that a collaborative partnership problem-solving process needs to be structured so that it is feasible for a broad array of people and organizations to be involved. The rationale for this process characteristic is that people cannot be involved if they are not aware of the opportunity to participate in the process, or if they face logistical barriers that make their participation difficult (**Hollar, 2001**). People who are not involved for these reasons cannot be empowered

through the process, cannot develop relationships with other participants, and cannot strengthen the ability of the group to create synergy.

### *Influence and Control*

The Kellogg Foundation CHG model also holds that the participants need to have real influence in, and control over, the collaborative process. Consistent with work on “empowering processes,” this means that collaborative processes need to be designed and run by its diverse participants rather than by any single stakeholder and that the participants need to determine collectively how their collaborative work is to get done **(Israel et al., 1994)**.

People are not fully empowered when their participation in a collaborative process is limited to providing a moribund agency with input or advice, or to helping a lead agency obtain additional resources and community “buy in” to carry out a specific pre-determined program. Moreover, the participants in a collaborative process cannot challenge the conventional wisdom and achieve the significant breakthroughs in thinking and action that are required to understand and solve complex problems if the process is constrained by the agenda or paradigm of a dominant stakeholder.

### *Group Dynamics*

The Kellogg Foundation CHG model holds that to empower people, build bridging social relationships, and create synergy a collaborative partnership process needs to enable a group of diverse participants to talk, to learn from, and work with each other over an extended period of time. The Kellogg Foundation CHG work group composed of nine collaborative partnerships working in the area of community public

health has operationalized such a group process fairly explicitly. The successful collaborative partnership process creates an environment in which participants frequently raise questions, express different opinions, and voice new ideas. In addition to giving people voice, the process also combines the complementary knowledge, skills, and resources of participants so they can create new ideas and develop new strategies together. When that happens, the way the group thinks about problems and the way it addresses problems are often very different from where any of the participants started prior to the collaborative partnership. A key objective of group dialogue is to promote critical thinking, which helps people develop a healthy sense of skepticism, develop skills in weighing information, and develop sensitivity to and tolerance for fresh ideas and new perspectives (**Freire, 1973**).

#### *The Scope of the Process*

The Kellogg Foundation CHG model holds further that collaborative processes that are broad in scope and timeframe are needed to fully achieve the three proximal outcomes. The CHG model also holds that collaborative processes need to be ongoing and iterative for an extended period, and include active agenda setting as well as planning and action in its work, and its work tends to focus on multiple issues and problems to keep all the partners engaged ( **Swain, 2001; Norris, 2001; Kesler & O’Conner, 2001; Wilcox, 2000**). A multi-issue focus promotes empowerment because it enables participants in a collaborative partnership to leverage the relationships and skills they develop in trying to address one problem toward the solution of other problems.

## **Leadership and Management**

Ultimately, the success of any collaborative partnership depends on the way it is run and managed. The Kellogg Foundation CHG model is particularly illuminating in this regard because it holds that leadership style and management practices influence the success of collaborations by determining who is involved in the process, how participants are involved, and the scope of the process. These process characteristics, in turn, determine the extent to which a collaborative partnership can achieve the three proximal outcomes featured in the ideal type model – individual empowerment, bridging social ties, and synergy – and ultimately strengthen problem solving. Leadership and management have been linked conceptually to all of the proximal and distal outcomes featured in the Kellogg Foundation CHG model ( **Shortell et al., 2002; Lasker et al., 2001; Chrislip & Larson, 1994**). In empirical work, leadership style and certain aspects of management practice have been shown to be correlated closely with the ability of collaborative partnerships to create synergy and to solve community-level problems (**Weiss et al., 2002; Chrislip & Larson, 1994**). The process characteristics featured in the Kellogg Foundation CHG model explain how leadership and management practices affect these outcomes. Moreover, they provide a useful lens for identifying important attributes of leadership and management practices in the case of the Spokane Regional Domestic Violence Team.

The Kellogg Foundation CHG model holds that special kinds of leadership and management are required to achieve the critical characteristics of a collaborative partnership problem-solving process. This particular type of leadership and the associated management practices are very different from what is needed to coordinate



services or to run a program or organization. One difference relates to the number and mind-set of the people involved. Rather than letting one person “run the show,” successful collaborative partnerships often involve a variety of people in the provision of leadership, in both formal and informal capacities (**Weiss et al., 2002; Chrislip & Larson, 1994**). Going further, the people who seem to be most successful do not function as traditional leaders and administrators who tend to have a narrow range of expertise, are used to being in control, have their own vision of what should be done, and relate to the people they work with as subordinates rather than as peers. Instead, collaborative partnerships appear to benefit from having leaders and staff who believe deeply in the capacity of diverse people and organizations to work together to identify, understand, and solve problems (**Lasker et al., 2001; Chrislip & Larson, 1994; Weiner & Alexander, 1998**).

Another difference relates to what the leadership and management group of a collaborative partnership need to do. The Kellogg Foundation CHG model holds that to achieve the critical characteristics of a collaborative process the leaders and staff of a collaborative partnership need to play certain roles and carry out certain functions as follows: (1) promote broad and active participation; (2) ensure broad-based influence and control; (3) facilitate productive group dynamics; and, (4) extend the scope of the process.

#### *Promote Broad and Active Participation*

The Kellogg Foundation CHG model holds that collaborative partnerships require a diverse group of leaders, and that a key role of these leaders is to build broad-based involvement in the process (**Chrislip, 2002**). The CHG model also holds that the

management of a collaborative process has important roles to play in promoting broad and active involvement. Management needs to optimize the way participants are involved. At a practical level, this means recognizing and making use of the assets that each participant brings to the collaboration, matching the roles and responsibilities of participants to their particular interests and skills, and running the collaborative partnership in a way that makes publicly acknowledged productive use of participants' in-kind resources and time (**Lasker & Weiss, 2001; Hewiss & Hasazi, 1999; Winer, 1994; Huxham, 1996**).

#### *Ensure Broad-based Influence and Control*

Experience gained from the 41 community-based collaborative partnerships funded by the Kellogg Foundation suggests that broad-based influence and control are the most critical characteristics of a collaborative partnership problem-solving process, and those features are the most difficult to achieve (**Minkler et al., 2001**). The potential for domination is a continual and challenging issue for collaborative partnerships because while powerful people and organizations need to be involved in the process, they often have their own agenda and are accustomed to being in control (**Robertson & Minkler, 1994; Fung, 2001; Israel et al., 1994**). The Kellogg Foundation CHG model holds that the leadership and management of a collaborative partnership need to play critical roles to prevent these powerful participants from exercising undue influence that compromises the integrity of the collaborative process. The model also holds that a consistently democratic and egalitarian approach to management plays an important role in preventing process domination. A key management strategy in this regard is to involve a broad and

diverse array of participants in all decision making done in the name of the collaborative partnership.

#### *Facilitate Productive Group Dynamics*

The Kellogg Foundation CHG model holds that collaborative partnerships need strong “facilitative leadership” to enable their diverse participants to engage in meaningful discourse and combine their knowledge, skills, and resources in productive ways (Chrislip, 2002). The Kellogg Foundation CHG model further holds that one critical role – of both leadership and management – is to make certain that sufficient time is allotted for the group partnership process to evolve fully and to become institutionalized among the partners.

#### *Extend the Scope of the Process*

Collaborative partnerships need decision-making processes that are broad in scope to rectify shortcomings in collective problem solving. The Kellogg Foundation CHG model holds that the roles of leadership and management become more complex when a collaborative process includes agenda setting as well as planning and action, and when it focuses on multiple issues and problems. While complexity and scope of action is enhanced, it is also a type of mission enhancement that adds value to the collaborative partnership by ensuring a wider base of empowerment.

Extending the scope of the process often is challenging for the leadership of a collaborative partnership because the group of participants that needs to be engaged and work together is typically diverse, the “picture” these participants need to see to properly

frame their problem is big, the interrelationships they need to appreciate are complex, and the strategies they need to develop and implement need to be quite comprehensive. From a management perspective, collaborative partnerships are broader in scope and are more challenging to manage than formal organizations because they have more group processes to initiate and support and more projects and programs to manage, coordinate and assess for effectiveness.

The Kellogg Foundation CHG model ideal type recommendations are based on the experiences of the 41 sites involved in the nationwide effort to apply the collaborative partnership approach to enhance public health services across the country, and the nine collaborative partnerships in the CHG work group. One key recommendation of the Kellogg Foundation is that the leadership of such partnerships should extend the scope of any collaborative problem-solving process **incrementally** – systemically building upon and connecting to what success the collaborative partnership has already accomplished. To help participants appreciate and benefit from interrelationships, the management needs to create functional connections that not only link the various group processes to each other, but also link the action projects that come out of these group processes and document positive outcomes as they take place.

### **Implications for Research, Practice and Policy**

The analytical model developed out of the Kellogg Foundation efforts to learn from the massive investment in 41 collaborative partnerships around the country is unique in that it represents the first time that *empowerment*, *social ties*, and *synergy* have been considered together as a critical core set of proximal outcomes in the context of

long-term collaborative partnerships. Moreover, prior to the development of this experience-based ideal type model, neither the characteristics of the collaborative process nor the leadership and management practices that undergird these characteristics had been considered in relation to all three of these essential proximal outcomes.

Although the model explicated here--community-based public health promotion through governance practices inspired by collaborative partnership arrangements--was developed to explain a particular kind of collaborative problem-solving process, its applicability is considerably broader. The purpose of the CHG process promoted by the Kellogg Foundation is to enable diverse people and organizations to work together on an ongoing basis to identify, come to understand, and collectively solve multiple problems that have a negative impact on community health. While the model hypothesizes that multi-issue collaborations with an agenda-setting capacity are needed to rectify the obvious shortcomings with conventional problem-solving, most aspects of the model are relevant to collaborative partnerships taking up a somewhat narrower scope of action.

In addition, since the critical characteristics of the process can be realized in many different ways, depending on the unique circumstances of the local environment, the ideal type model under consideration is not limited to any particular kind of collaborative context. The model not only resonates with these diverse collaborations, but it provides them with a common framework for identifying and dealing with the particular challenges they face and for establishing locally-tailored structures to support their collaborative process. The multi-disciplinary scope of the Kellogg Foundation CHG model and its broad applicability are important because these features are at the heart of the model's potential usefulness in addressing concerns and challenges related to any

collaborative partnership effort – including that of the Spokane Regional Domestic Violence Team.

The *Arrest Polices Program* supported under VAWA **required** criminal justice agencies to enter into partnerships with local non-profit, non-governmental victim services providers to encourage the development of coordinated community responses to domestic violence. The idea underlying this particular initiative against domestic violence was for communication and cooperation to increase between and among criminal justice agencies and community-based organizations. Police officers, victims witness assistance staff, prosecutors, probation officers, and victim advocates were encouraged to discuss individual cases among themselves and brainstorm ways it might be possible to enhance victim safety and to promote effective offender prosecution/treatment outcomes. The track record for the program suggests that the degree to which collaboration occurs is often dependent on both the prior history of interagency relations and the character of individual personalities involved in the scope and range of collective efforts attempted.

In 1996, collaborating agencies that eventually formed the SRDVT Policy Board met to address local criminal justice system inadequacies in an attempt to meet the demands arising from, and further understand the complexities associated with, domestic violence cases arising in their area. A systemic response to the problem that would provide successful intervention and would increase victim safety and offender accountability required a comprehensive and coordinated approach to joint and collective action that included the coordinated efforts of several criminal justice agencies and community-based victim services providers.

A governing structure for the SRDVT was established featuring a *Policy Board*, with that board being composed of the highest ranking person from each of the original seven collaborating agencies, an *Operations Board* consisting of mid-management personnel from each constituent agency, and a *Team Representatives Board*, featuring a member from the advocates, detectives, prosecutors and support staff. The policy board members entered into a formal contract and developed a detailed Memorandum of Understanding with highly delineated roles and responsibilities. All team members were to enjoy “equality and parity” in the collective activities undertaken by the SRDVT. Each of the partners in the enterprise was to have the authority to commit personnel, resources, and make policy decisions in their own organizations supportive of SRDVT goals and objectives. The team representatives were to act as a representative group from their various disciplines to determine day-to-day operating procedures. Issues arising were to be brought forward, discussed within their representative agencies, and brought back for issue resolution and ultimate implementation by the SRDVT.

Beyond the very serious funding issues which arise as a direct consequence of the unfavorable evaluation received on the application for additional federal funding, there appear to be other inadequately resolved issues within the Spokane DV team that could prevent them from living up to the original intent of the collaborative effort contemplated in 1997. There is considerable anecdotal information that supports the suspicion that:

- Some law enforcement personnel don’t believe that co-location has a beneficial effect on their operations
- Prosecution of misdemeanors would probably be done more efficiently if they were separated from the co-location
- Vertical case management is not being done
- There is a noteworthy lack of overall leadership and vision for the team

- Advocates are doing “community advocacy” as opposed to “legal advocacy” for victims
- Consistency from the court in terms of case adjudication appears to be lacking

This study of the SRDVT can help address the broader question regarding the use of collaborative processes to address wicked social problems. Can the specialized domestic violence team that putatively emphasizes active collaboration between law enforcement, prosecutors, judges, criminal victim advocates, and treatment providers be successfully implemented, endure, and change the process through which the wicked problem of domestic violence is addressed and cases of criminal offense are adjudicated?

Between 1997 and the initiation of this study, the SRDVT’s membership has been reconstituted a number of times; consequently, interviewing only the present members of the Spokane DV Team will not provide the information necessary to produce a complete review of the SRDVT’s complicated history. Since the study seeks to capture many perspectives of the coalition and its history, attempts were made to interview all of the present members of the various member organizations. Additionally, attempts were made to interview as many past team members of the Spokane DV team who are no longer actively associated with the SRDVT.

Special attention was given to the roles adopted by each of the participating agencies and the character of their relationships over time within the context of the SRDVT collaborative process. The aim of the study is to identify and document lessons learned from this case study with broader applicability to collaborating in anti-domestic violence consortiums generally. This study uses the analytical model developed out of the Kellogg Foundation efforts to learn how *empowerment*, *social ties*, and *synergy*, when considered together, form a critical core set of proximal outcomes in the context of the



SRDVT's long-term collaborative partnerships. Prior to the development of this experience-based ideal type model, neither the characteristics of the collaborative process nor the leadership and management practices that undergird these characteristics had been studied in relation to the SRDVT.

The study reported here uses data from a survey administered to approximately 40 past and present members of the Spokane Regional Domestic Violence Team. The study population that received the survey consists of the policy board members, law enforcement, prosecutors, judges, and criminal victim advocates involved in SRDVT work.

Unlike the majority of evaluations done on collaborative partnerships, which have focused primarily on their impact upon immediate manifest goals, the intent of this survey is to focus on the impact of the collaborative process in achieving those goals. The survey instruments developed on the basis of the experience of the Kellogg Foundation-funded public health collaborative partnerships are designed to measure the processes that aim to achieve three proximal outcomes: individual empowerment, bridging social ties, and synergy. The survey is intended to assess the underlying theory that all three proximal outcomes are needed to strengthen the problem solving capabilities of collaborative partnerships over a sustained period of operation.

The Kellogg Foundation CHG model holds that a collaborative partnership process needs to develop certain characteristics to achieve the three proximal outcomes seen as critical to the building of problem solving capacity – individual empowerment, bridging social ties, and synergy – and thus to effectively engage a broad array of people and organizations in solving complex problems at the level of local communities. These

process characteristics, which relate to *who* is involved, *how* they are involved, and the *scope* of the process, build on the literatures related to the proximal and distal outcomes noted in the practical experiences of the 41 collaborative partnership sites involved in the Kellogg Foundation-funded CHG work group.

The survey instrument is comprised of ten sections that ask questions about the different characteristics of the SRDVT collaborative partnership:

- Section I: Synergy
- Section II: Formal and Informal SRDVT Leadership
- Section III: Efficiency in the use of SRDVT resources
- Section IV: SRDVT administration and management
- Section V: SRDVT use of non-financial resources
- Section VI: Use of SRDVT financial and other capital resources
- Section VII: SRDVT decision making process
- Section VIII: Benefits of participation in the SRDVT
- Section IX: Drawbacks of participation in the SRDVT
- Section X: Satisfaction with and important cognitive aspects of SRDVT participation

The survey is intended to test the following Kellogg Foundation hypotheses that critical characteristics of the process are needed in order to achieve the three proximal outcomes of collaboration.

1. Engaging the appropriate people and organizations is central.
2. The ability of the collaborative partnerships to achieve a high level of synergy is related to the sufficiency of the partnership's non-financial resources (i.e., knowledge, skills, and expertise).
3. Participants need to be involved in ways different from the usual ways of doing business in community public policy work.
4. The collaborative partnership problem-solving process needs to be structured so that it is feasible for a broad array of people and organizations to be involved.
5. The participants need to have real influence in, and control over, the collaborative process.
6. To empower people, build bridging social relationships, and create synergy a collaborative partnership process needs to enable a group of diverse participants to talk, to learn from, and work with each other over an extended period of time.

7. The collaborative processes need to be ongoing and iterative for an extended period, and include active agenda setting as well as planning and action in its work, and its work needs to focus on multiple issues and problems.
8. Ultimately the success of any collaborative partnership depends on the way it is run and managed. Leadership style and management practices influence the success of collaborations by determining who is involved in the process, how participants are involved, and the scope of the process.
9. To achieve the critical characteristics of a collaborative process the leaders and staff of a collaborative partnership need to play certain roles and carry out certain functions as follows: (a) promote broad and active participation; (b) ensure broad-based influence and control; (c) facilitate productive group dynamics; and (d) extend the scope of the process.
10. Collaborative partnerships require a diverse group of leaders, and a key role of these leaders is to promote and build broad-based involvement in the process.
11. Leadership and management practices within a collaborative partnership need to play critical roles to prevent these powerful participants from exercising undue influence that compromises the integrity of the collaborative process.
12. A critical role of leadership and management is to make certain that sufficient time is allotted for the group process to evolve fully and become institutionalized among the partners.

The research methodology described above seems to be compelling because it is based on much practical experience and some of the relationships in the model have been documented by empirical work. Studies to date using the CHG model suggests that some people and organizations may be inadvertently compromising their success by the way they are going about collaboration.

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## CHAPTER FIVE

### RESULTS

The overarching working hypothesis being tested in this study is that a collaborative partnership will not be able to sustain their collective action unless they develop and maintain a critical set of core outcomes – namely, participant empowerment, the building of trust-based social ties, and synergies leading to effective accomplishment. These are essential proximal outcomes in the context of a long-term collaborative process addressing wicked societal problems. Further, the hypothesis reflects the belief that *all three* of these proximal outcomes are needed for successful collaboration to occur (*Pathways to Collaboration Workgroup*, funded by the W.K. Kellogg Foundation). Going even further, it has been argued that a collaborative process needs to feature certain conditions to achieve these proximal outcomes, and among those conditions are particular kinds of leadership and management practices.

According to researchers associated with the Kellogg Foundation each of these core proximal outcomes must reinforce each other in addressing the challenges encountered in multi-agency community problem solving. The question being addressed in this chapter is to what degree does the Spokane Regional Domestic Violence Team measure up on these several critical dimensions. The evidence being used is derived from a self-administered survey of 24 of the 27 members of the SRDVT, a review of archived records, and notes assembled from personal interviews with these “key actor” individuals and others involved in a decade-long collaborative partnership focused on the problem of domestic violence.

### Core Proximal Outcomes

*Empowerment* – People are empowered when they: 1) believe they have the ability to exert control over forces that affect their lives; 2) have knowledge, skills, and resources to do so; and 3) are actually involved in making decisions and taking meaningful actions.

*Bridging Social Ties* – In addition to empowering people, effective collaborative partnership problem-solving processes also need to give rise to and sustain social relationships that bridge professional and social sectors and administrative levels both within and across partner agencies and between agencies and relevant groups in the community.

*Synergy* – Empowerment and bridging social ties are most clearly important, but even when found in combination they do not explain how a collaborative partnership process enables people and organizations to work together effectively to achieve collective action not possible without collaboration reflecting a deep insight into better ways to manage the wicked problem being addressed. So, in addition to getting people directly and actively involved in addressing problems that affect them and creating relationships that enable them to trust each other and provide each other with support, a collaborative partnership process also needs to create synergy of thought and action arising from the combinations of insights and efforts creating outcomes which are “greater than the sum of the parts.”

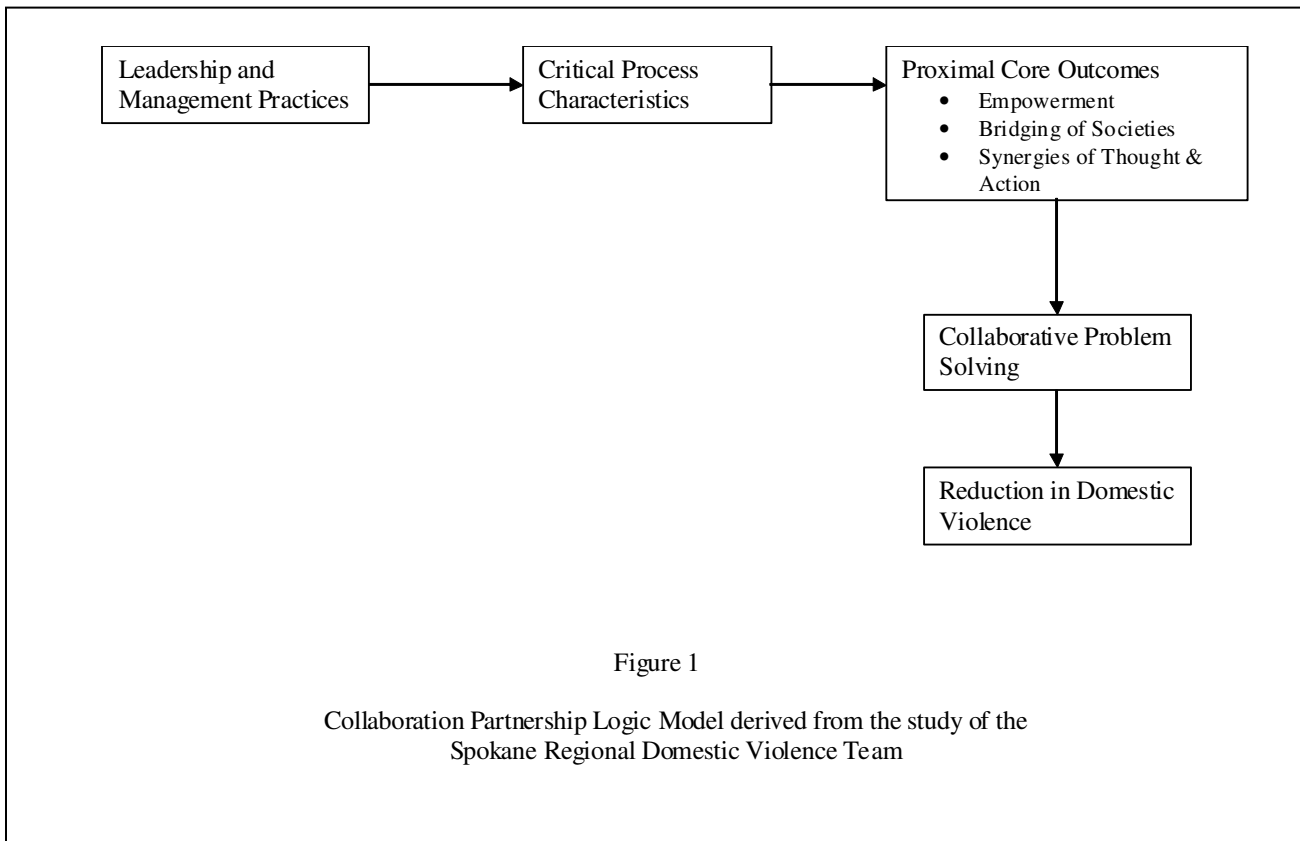
A collaborative partnership process needs to develop certain leadership and management characteristics to achieve the three proximal outcomes specified. These process characteristics relate to *who* is involved, *how* they are involved, and the *scope* of

the collaborative process. A collaborative partnership process needs to involve a broad array of people associated with the partnership effort in a meaningful way. To that end, a collaborative partnership problem-solving process needs to be structured so that it is feasible for a broad array of people affected by the problem being addressed to be involved. Additionally, the participants attracted to the collaboration need to have real influence in, and feel a sense of control over, the collaborative process. To empower people, build bridging social relationships, and create synergy of thought and action, a collaborative partnership process needs to enable a group of diverse participants to talk to, learn from, and work with each other over an extended period of time. Finally, there is a need in the collaborative process to be broad in scope of discussion and action to fully achieve the three proximal outcomes.

Ultimately, the success of a collaborative partnership depends on the way it is conceptualized and run by those actors involved. Leadership and management practices influence the success of a collaborative partnership by determining who is involved in the process, how those process participants are kept involved and contributing, and the scope of the process. These process characteristics, in turn, determine the extent to which a collaborative partnership is able to achieve the three proximal outcomes.

Through a ten-year association with the partnership as an agency representative, through archival research into the records of the partnership, through a series of interviews with many members of the Spokane Regional Domestic Violence Team (SRDVT), and through the use of a self-administered survey instrument, a logic model starts to emerge that conceptualizes the collaborative process as a series of inter-related serial variables. Appropriate **leadership and management** allows for >>>> the **critical**

**characteristics** of the process, which leads to >>>> **empowerment, bridging of social ties, and synergy**, which leads to >>>> **collaborative problem solving**, which leads to >>>> **a reduction in domestic violence**. The analysis of the survey data, which tends to support the personal interview outcomes, suggests that such a logic model underlies an effective collaborative partnership. A key question of this study is not just if the proximal outcomes are predictors of success, but also, to what extent do the critical characteristics lead to the accomplishment of the proximal outcomes.



In the section to follow each of the elements of the logic model are analyzed in some depth, with evidence brought to bear from the survey and insights derived from the interviews conducted with principal SRDVT actors. It will be shown in each area how close to or far from desired levels the participants in the SRDVT collaborative partnership problem-solving process felt they came in their reflection on the experience. It will be seen that the insights derived from the literature review on collaborative partnerships do indeed apply well to the SRDVT case, and that the insights gained from the interviews are consistently documented in the survey results.

It is important for people engaged in collaborative partnerships to be able to determine whether they are making the most of the potentially powerful collaborative process. Although much is understood about *why* collaborative partnerships form, relatively little is known about how collaborative partnerships work – that is, about how the collaborative process enables partnerships to accomplish more through effective collective action than the individuals or organizations can accomplish on their own.

This study is intended to collect evidence on the multiple dimensions of collaborative partnership functioning, including partner involvement, sufficiency of resources, leadership, management, governance, and partnership structure. It is also intended to identify the various dimensions of collaborative partnership functioning as related to proximal outcomes associated with the SRDVT partnership's efforts, such as the degree of commitment made to the SRDVT by the partners, the quality of plans for collective action made, and the content of implementation of SRDVT plans and SRDVT-sponsored programs.

### Measurement of Key Actor Participation

Because the study requires the collection of subjective assessments of many important characteristics of the SRDVT collaborative partnership, data were collected from multiple members of the team who could provide valid and reliable information about the partnership based upon their intimate and sustained involvement with the collaborative partnership. A knowledgeable person was identified as any person who had a working relationship with the other partners and is familiar with the work of the partnership – particularly with respect to its leadership, administration and management, the resources available to the SRDVT over time, the decision-making processes developed over time, and the nature of the potential challenges it faces. There were a total of 27 surveys distributed, and 24 completed questionnaires were returned.

### **Participant Demographics**

<u>Organization</u>		<u>Gender</u>	
Prosecutors	11	Female	15
Law Enforcement	5	Male	4
Courts	6	No response	5
Advocates	2		
<u>Age</u>		<u>Years Affiliated</u>	
25 to 34	6	less than 1	1
35 to 44	3	1 to 3	3
45 to 54	4	4 to 7	7
55 +	5	8 to 10	8
No response	6	No response	5

The instrument developed for the survey was a self-administered paper-and-pencil questionnaire that required between 30 and 40 minutes to complete. The instrument was designed to gather perceptions of the SRDVT collaborative partnership accomplishments

of synergy, the development of trust based social ties, the achievement of a sense of empowerment and impressions related to various dimensions of functional operations. The survey was preceded by semi-structured qualitative interviews conducted with 12 members of the SRDVT.

General Linear Model bivariate correlations and univariate distributional analysis are used to test the hypothesized relationships between dimensions of partnership functioning and the three proximal outcomes of empowerment, social ties and synergy. This analysis was conducted with the use of the software *Statistical Package for the Social Sciences (SPSS) version 13.0*.

The inter-correlations among the elements of the logic model were examined to determine if there are connections among those dimensions as the logic model would predict. The Pearson correlation coefficients (r) values among these elements of the model ranged from .328 to .946; all were significant at  $p < .05$ . (see table 1). The symbols for each of the predictors are as follows:

UFM	=	Financial
SM1	=	Synergy
DMM	=	Decision Making
UNM	=	Non financial
EM1	=	Efficiency
SM2	=	Satisfaction
EM2	=	Empowerment
STM	=	Social Ties
AM	=	Admin/management
LM	=	Leadership

Table 5.1 Pearson Correlation Coefficients

		Correlations						
		DMM	AM	LM	SM1	SM2	EM2	STM
DMM	Pearson Correlation	1	.616**	.714**	.620**	.791**	.876**	.650**
	Sig. (1-tailed)		.001	.000	.001	.000	.000	.000
	N	24	24	24	24	24	24	24
AM	Pearson Correlation	.616**	1	.706**	.521**	.620**	.678**	.691**
	Sig. (1-tailed)	.001		.000	.005	.001	.000	.000
	N	24	24	24	24	24	24	24
LM	Pearson Correlation	.714**	.706**	1	.724**	.783**	.903**	.946**
	Sig. (1-tailed)	.000	.000		.000	.000	.000	.000
	N	24	24	24	24	24	24	24
SM1	Pearson Correlation	.620**	.521**	.724**	1	.551**	.662**	.657**
	Sig. (1-tailed)	.001	.005	.000		.003	.000	.000
	N	24	24	24	24	24	24	24
SM2	Pearson Correlation	.791**	.620**	.783**	.551**	1	.907**	.793**
	Sig. (1-tailed)	.000	.001	.000	.003		.000	.000
	N	24	24	24	24	24	24	24
EM2	Pearson Correlation	.876**	.678**	.903**	.662**	.907**	1	.853**
	Sig. (1-tailed)	.000	.000	.000	.000	.000		.000
	N	24	24	24	24	24	24	24
STM	Pearson Correlation	.650**	.691**	.946**	.657**	.793**	.853**	1
	Sig. (1-tailed)	.000	.000	.000	.000	.000	.000	
	N	24	24	24	24	24	24	24

\*\* Correlation is significant at the 0.01 level (1-tailed).

### Mean scores by category

The SRDVT survey means score analysis is intended to document how participants view the collaborative partnership as a whole, and then indicate the nature of their own involvement in the partnership. Questions relating to the partnership's collaborative process (synergy, leadership, efficiency, administration, non-financial resources, financial resources, decision making, comparisons of participating or not participating, and overall satisfaction) were formatted with Likert-type response categories which were assigned numerical values, and a mean was calculated for each category as well as for each question within specific multi-item categories.



Table 5.2 The mean scores on a 5-point scale are categorized into three zones:

Means Scale for Zone analysis:

Benefits/Drawbacks	3.1
Financial	3.0
<b>Synergy</b>	<b>2.6</b>
Decision Making	2.6
Non financial	2.6
Efficiency	2.4
Satisfaction	2.3
<b>Empowerment</b>	<b>2.1</b>
<b>Social Ties</b>	<b>1.8</b>
<b>Admin/management</b>	<b>1.8</b>
<b>Leadership</b>	<b>1.7</b>
Survey Total	2.5

Suggested assessment levels:

• Target Zone = 4.6 – 5.0
• Work Zone = 3.00 – 4.5
• Danger Zone = 1.0 – 2.9

Scale Points:

- 5 = Extremely well
- 4 = Very well
- 3 = Somewhat well
- 2 = Not so well
- 1 = Not well at all

With the exception of Benefits/Drawbacks and Financial categories, all measurable responses fell into the Danger Zone. Leadership, Administration and Management, Social Ties and Empowerment scored the lowest.

Partnership Synergy

A functional partnership creates synergy by combining the perspectives, knowledge, and skills of diverse partners in a way that enables the partnership to: (1) think in new and better ways about how it can achieve its goals; (2) plan more comprehensive, integrated programs; and (3) strengthen its relationship to the broader community for more effective promotion of the co-production of social benefit.

One working hypothesis is that the achievement of collaborative partnership synergy is influenced by a number of dimensions of partnership functioning. The evidence collected for this study allows for the examination of the relationship between

various dimensions of collaborative partnership functioning and the accomplishment of partnership synergy. The study tested the hypothesis that partnership synergy is directly related to the following dimensions of partnership functioning: leadership, administration and management, partnership efficiency, decision making, nonfinancial resource mobilization and participant satisfaction. Leadership, administration and management, partner's efficiency, satisfaction, and decision making may be critical for synergy because they are likely to be associated with the ability of partnerships to actively engage diverse partners to create an environment that fosters productive interactions among partners, and to facilitate meaningful participation in the partnership's work. Nonfinancial resources are also likely to be closely associated with a collaborative partnership's ability to create synergy because combining these resources in multiple ways enables partners to accomplish more than they could on their own.

Collaborative partnership synergy was assessed with an additive nine-item survey section designed to measure the extent to which the combined perspectives, knowledge, and skills of the partners strengthen the thinking and actions of the group and the partnership's relationship to the broader community. The first five questions in the scale asked respondents to rate the degree to which: (1) the involvement of different kinds of partners led to new and better ways of thinking about how the partnership can achieve its goals; (2) the involvement of different kinds of partners enabled the partnership to plan activities that connect multiple services, programs, or systems; (3) the partnership incorporates into its work the perspectives and priorities of the population of interest; (4) the partnership has obtained support from individuals, agencies, and institutions in the community that can either block the partnership's plans or help move them forward; and

(5) the partnership has been successful in carrying out its plans. The last four questions in the scale asked respondents to rate the extent to which they agree or disagree that the SRDVT partnership: (1) is better able to carry out its work because of the contributions of diverse partners; (2) has developed common goals that are understood and supported by all partners; (3) has clearly communicated how its actions will address problems that are important to people in the community; and (4) has done a good job of documenting the impact of its actions. The synergy scale mean score, 2.6, represents the average score across the nine items. A 2.6 mean score places the synergy category squarely in the danger zone area, meaning a tremendous amount of improvement is required before the collaborative partnership process will enable the SRDVT to work together effectively to achieve collective action. While the SRDVT has formed a collaborative partnership process to enable the organizations to work together, they have a long way to go before they truly have a partnership that gets people actively involved in addressing problems that affect them, and are able to create relationships that enable them to trust each other and provide each other with the support needed to create synergy of thought and action arising from the combinations of insights and efforts which reflect something greater than the sum of the parts.

Table 5.3 Correlation Rank for nine-item **Synergy** Scale:

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• Synergy to Leadership	0.724
• Synergy to Efficiency of Resource use	0.671
• Synergy to <b>Empowerment</b>	0.662
• Synergy to <b>Social Ties</b>	0.657
• Synergy to Non financial	0.631
• Synergy to Decision making	0.620
• Synergy to Use of financial	0.584
• Synergy to Satisfaction	0.551
• Synergy to Administration/management	0.521

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The internal consistency of items in this scale was demonstrated by a Cronbach alpha of .888

Not surprisingly, Synergy correlates very well with leadership ( $r = .724$ ). Empowerment ( $r = .662$ ) and Social Ties ( $r = .657$ ) are also highly correlated, and Administration and Management ( $r = .521$ ) was moderately correlated. In summary, Synergy has a mean score in the danger zone (2.6), and shows a strong correlation to the perception of leadership, efficient use of resources, non-financial resources and decision making among key actors. The conclusion that the SRDVT achieved synergy in its work becomes problematic when the mean scores of these several component characteristics all fall into the danger zone category. The particular group affiliation, that is prosecutors, law enforcement, courts and advocates all had mean scores nearly identical. The consensus perception is that there is a resounding lack of synergy being created in the partnership.

#### SRDVT Partnership Leadership

The effectiveness of the SRDVT collaborative partnership's leadership was assessed with a 10-item index arrayed along a 5-point scale designed to measure attributes of leadership that may be important for achieving high levels of partner empowerment, the development of trust-based social ties and synergies of thought and action. Respondents were asked to rate the total effectiveness of the formal and informal leadership in the collaborative partnership in the following areas: taking responsibility for the partnership; inspiring and motivating partners; empowering partners; working to develop a common language within the partnership; fostering respect, trust,

inclusiveness, and openness in the partnership; creating an environment where differences of opinion can be voiced; resolving conflict among partners; combining the perspectives, resources, and skills of partners; and helping the partnership look at things differently (be creative). The leadership mean score was 1.7; the average across the ten items not only falls into the danger zone, but is in fact the lowest of all nine SRDVT characteristics assessed in the survey of key actors.

Table 5.4 Correlation Rank for ten-item **Leadership** scale:

• Leadership to Social Ties	0.946
• Leadership to Empowerment	0.903
• Leadership to Satisfaction	0.783
• Leadership to Non financial	0.741
• Leadership to Synergy	0.724
• Leadership to Decision Making	0.714
• Leadership to Administration/management	0.706
• Leadership to Efficiency of Resource use	0.596
• Leadership to Financial	0.407

The internal consistency of items in this scale was demonstrated by a Cronbach alpha of .923

Leadership is the category which may have more to do with creating synergy, social ties, and empowerment than any other variable under consideration. Sadly, it is in the leadership category that features the lowest scores derived from the survey of key actors. Nine of the ten questions generated responses well above 75% (seven above 80%) in either the poor or the fair category. No responses were recorded as excellent, but 5 questions did receive responses with “very good” assessments.

The only question that generated a frequency of poor or fair under 75% was a question that asked how leadership was at combining the perspectives, resources and

skills of partners. Even on this question fully two thirds of the respondents answered that leadership in this area was either poor or fair. Taking responsibility, inspiring and motivating, empowering, communicating, developing the partnership, fostering respect, and helping the partnership be creative were all areas in which leadership received very low marks from the persons surveyed.

Administration and management scores not surprisingly are very similar to those found in the leadership category. Of the nine survey questions, all but one has scores of poor or fair from above 70% of the respondents. Five of the questions were scored at 50% or more as poor. The question about secretarial and clerical performance, which had a good or very good score of 75%, was the only question with a positive answer!

Questions addressing issues of coordinating communications among partners and evaluating the progress and impact of the partnership were scored as being either poor or fair by 90% of the survey respondents. Questions addressing organizing partnership activities, coordinating communications outside the partnership, preparing materials to inform the partners, providing orientation to new individuals as they join the partnership and minimizing barriers to participation were all scored at either poor or fair by 70% of the key actors surveyed. While still in the danger zone, that is indicating that leadership is extremely lacking, law enforcement and advocates had a mean score somewhat higher than the average.

#### SRDVT Administration and Management

The effectiveness of the partnership's administration and management was assessed with a 10-item, 5-point scale designed to document assessments of the

administration and management activities that may be important in supporting the partners and achieving partnership synergies in thought and action. Respondents were asked to rate the effectiveness of the SRDVT partnership in carrying out the following activities: coordinating communication between partners; coordinating communication with people and organizations outside the partnership; coordinating partnership activities, including meetings and projects; managing and disbursing funds; applying for and managing grants; preparing materials that inform partners and help make them make timely decisions; performing secretarial duties; maintaining databases; providing orientation to new partners as they join the partnership; and evaluating the progress and impact of the partnership. The administration and management mean score was 1.8; the average across the ten items not only falls into the danger zone, but is in fact the second lowest of all nine characteristics assessed in the survey, just above leadership.

Table 5.5 Correlation Rank for ten-item **Administration and Management** scale:

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• AM to Social Ties	0.946
• AM to Empowerment	0.903
• AM to Satisfaction	0.783
• AM to Non financial	0.741
• AM to Synergy	0.724
• AM to Decision Making	0.714
• AM to Administration/management	0.706
• AM to Efficiency of Resource use	0.596
• AM to Financial	0.407

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The internal consistency of items in this scale was demonstrated by a Cronbach alpha of .881

### SRDVT Empowerment and Social Ties and Empowerment

Empowerment and Social Ties correlated the most strongly ( $r=.946$  and  $.853$ , respectively). However, the relationship between Empowerment and Synergy was slightly higher ( $r=.662$ ) than the relationship between Social Ties and Synergy ( $r=.657$ ). Each relationship entailed positive correlations.

Table 5.6 Correlation Rank for **Social Ties**:

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• Social Ties to Leadership	0.946
• Social Ties to <b>Empowerment</b>	0.853
• Social Ties to Satisfaction	0.793
• Social Ties to Non-financial	0.719
• Social Ties to Administration/management	0.691
• Social Ties to <b>Synergy</b>	0.657
• Social Ties to Decision Making	0.650
• Social Ties to Efficiency of Resource use	0.598
• Social Ties to Financial	0.439

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The internal consistency of items in this scale was demonstrated by a Cronbach alpha of  $.850$

Table 5.7 Correlation Rank for **Empowerment**:

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• Empowerment to Satisfaction	0.907
• Empowerment to Leadership	0.903
• Empowerment to Decision Making	0.876
• Empowerment to <b>Social Ties</b>	0.853
• Empowerment to Non financial	0.787
• Empowerment to Administration/Management	0.678
• Empowerment to <b>Synergy</b>	0.662
• Empowerment to Efficiency	0.635
• Empowerment to Financial	0.407

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The internal consistency of items in this scale was demonstrated by a Cronbach alpha of  $.835$



Social ties and empowerment was assessed by tracking questions within the survey instrument to determine the participant's views about decision-making processes, the benefits and drawbacks they experience as a result of participation in the collaborative partnership, and their overall satisfaction in the collaborative partnership. Specific questions concerning leadership, decision making, and satisfaction with their participation were key indicators for social ties and empowerment.

From the evidence reported in these tables it is clear that leadership has strong associations with all three proximal outcomes as predicted in the logic model. Leadership is very positively correlated to Social Ties ( $r = .946$ ) and Empowerment ( $r = .907$ ), and has a ( $r = .724$ ) association with Synergy. Leadership is the highest ranking correlation for Synergy and Social Ties, and was the second most highly correlated factor for Empowerment. If it is indeed the case that the three proximal outcomes are necessary to sustaining an effective collaborative partnership, it can be said that good leadership is required for these proximal goals to be accomplished. While one of the working hypotheses was that Administration/Management would be strongly associated with these proximal outcomes, the assessment of this dimension was actually somewhat low in its correlation to Synergy ( $r = .521$ ), and only moderately correlated to Social Ties ( $r = .691$ ) and Empowerment ( $r = .678$ ).

As was anticipated, Satisfaction was strongly correlated to Empowerment ( $r = .907$ ), fairly strongly correlated to Social Ties ( $r = .793$ ), but somewhat lower in its association to Synergy ( $r = .551$ ). Satisfaction was measured primarily by questions that asked how satisfied the individual key actor surveyed is with their particular role in the SRDVT, as opposed to their opinion as to the overall value of the partnership per se.

Thus, the nature of the questions would probably lend itself toward perceptions of Empowerment more readily than it would concern issues of Synergies in thought and action.

In contrast to Satisfaction, the Efficient use of Resources scale correlates at about the same level with the proximal outcome measurements; these correlations are Synergy at  $r = .671$ , Social Ties at  $r = .598$ , and Empowerment at  $r = .635$ . In relative terms, this scale ranked number two for Synergy, but almost at the bottom for both Social Ties and Empowerment. Again, the nature of the questions concerning the efficient Use of Resources was aimed at the operations of the partnership rather than at the individual's involvement.

Financial concerns had the lowest association with the three proximal outcomes of all the variables considered. This area of assessment had the lowest correlation for both Empowerment and Social Ties, and was nearly last for Synergy.

#### Univariate analysis of variance

Because of the limited number of cases it is very difficult to make inferences about the effects of demographics. In terms of age and gender, many survey respondents did not provide answers. Responses to the affiliation question were provided making it possible to assess the connection between agency and outcome assessments. A test of association between Satisfaction and Affiliation yielded no noteworthy connection. The same test of association was run between Affiliation and Synergy and between Affiliation and Empowerment; in all cases the connection was not statistically significant.

In a test of the strength of connection between Empowerment and a Comparison of Benefits and Drawbacks of the partnership there was a significant connection ( $p=.001$ ). Drawbacks are judged to greatly exceed benefits ( $p<.001$ ). This finding indicates that a key actor who feels empowered is likely to believe that the benefits of the partnership exceed the drawbacks. Conversely, a key SRDVT figure who does not feel empowered would likely believe that the drawbacks of the partnership exceed the benefits.

When the relationship between Decision making and Comparison of Benefits and Drawbacks was tested the correlation calculated was statistically significant. The three items composing the Decision Making scale are as follows:

1. How comfortable are you with the way decisions are made in the SRDVT?
2. How often do you support the decisions made by the SRDVT?
3. How often do you feel that you have been left out of the decision making process?

This finding would suggest that the more a key actor is comfortable and feels that they have been made part of the decision making process, the more that they will perceive that the benefits of the collaborative partnership exceed the drawbacks.

The answers seemed to indicate that much work is needed for the partners to work together to identify different programs in the community, and then to obtain support. This work would include clearly communicating with the community as to how the partnership actions help address problems. Additionally, there appears to be a need to identify areas where the SRDVT could work better among its number to set appropriate priorities and develop feasible goals for collective action. It is also clear that synergy is lacking in the SRDVT partnership in identifying creative ways to solve problems, which includes implementing comprehensive strategies that connect multiple programs and

services, which is something that key actors believe did not occur very often in this collaborative partnership.

## **DISCUSSION**

One of the goals of this study was to identify those conditions of the multi-agency collaborative partnership relating to leadership and administration/management which would lead to dimensions of collaborative partnership operations (partnership efficiency, decision making, nonfinancial resource mobilization and satisfaction) that would in turn contribute to the accomplishment of the core proximal outcomes -- namely, participant empowerment, the building of trust-based social ties and synergies of thought and action -- leading to effective task accomplishment. Each of the core proximal outcomes would then reinforce each other in addressing the challenges of multi-agency community problem solving regarding the incidence of domestic violence. Although the results generally supported the conceptualization of this logic model, not all dimensions of partnership functional operations were equally important for the achievement of core proximal outcomes.

The effectiveness of leadership elements were strongly associated with nearly all of the dimensions of collaborative partnership functioning. This was especially true for satisfaction ( $r = .783$ ), sufficiency of non-financial resources ( $r = .741$ ) and decision making ( $r = .714$ ). Administration and management were also associated quite strongly with satisfaction ( $r = .783$ ), sufficiency of non-financial resources ( $r = .741$ ), and decision making ( $r = .714$ ).

Leadership effectiveness was the condition of collaborative partnerships that was most closely related to both synergy and trust-based social ties. In fact, leadership had the strongest correlation of any dimension for both synergy ( $r = .724$ ) and social ties ( $r = .946$ ), and was a strong second for empowerment ( $r = .907$ ). Administration and management had the lowest correlation to synergy ( $r = .521$ ), was near the bottom for empowerment ( $r = .678$ ), and was in the middle for social ties ( $r = .691$ ).

The results show that achieving high levels of synergy requires leadership that effectively facilitates productive interactions among partners by bridging diverse social and disciplinary cultures, sharing power effectively, facilitating open dialogue, and revealing and/or challenging assumptions that limit creative thinking and action. The identification of leadership capacities that are critical for the accomplishment of synergy leads to better understanding as to why others have found inclusive and facilitative forms of leadership to be effective in the planning and implementation of collaborations (**Wolff, 2001; Weiner & Alexander, 1998**). Collaborative partnerships need leaders who are able to understand and appreciate partners' different perspective, empower partners, and perform boundary-spanning functions (**Kumpfer et al., 1993; Israel et al., 1998**).

Partnership efficiency, which is the degree to which a partnership optimizes the use of its partners' time, financial resources, and in-kind resources, also had a significant effect on perceptions of the degree of synergy accomplished. This finding is consistent with the idea that unless partners are assigned roles that match their particular interests and strengths, they are likely to reduce their contributions and psychological commitment to the collaborative partnership.

Although administration and management did not have as significant an independent effect on collaborative partnership synergy as did leadership in the survey data analysis, the results were suggestive of an association being present. That administration and management did not have a somewhat stronger relationship to synergy was somewhat surprising, given the emphasis that has been placed on the need for key logistical support and coordination functions in order to facilitate collaborative processes effectively.

As was the case for administration and management, in relative terms satisfaction with one's role in the SRDVT effort did not have a significant relationship with perception of partnership synergy, although findings were suggestive of an effect. The surprisingly small effect size of this variable may be due, in part, to the way the concept was measured in the survey instrument.

This study did not explore whether the three proximal outcomes actually mediate the relationship between dimensions of partnership operational functioning and partnership effectiveness in achieving crime reduction outcomes. However, with the combination of very low (danger zone) mean scores and considerable interview comments from partners, we are able to make meaningful statements concerning the collaborative process of the SRDVT.

### Interviews

Insights derived through a series of interviews conducted with principal SRDVT actors strongly support the survey results. These interviews, which were conducted prior to the implementation of the survey, were semi-structured in format and qualitative in

nature. Twelve members of the SRDVT were ultimately asked questions specific to the collaborative nature of the SRDVT, and their perceptions of the partnership process were probed for underlying reasons and examples of key events.

Several recurring themes tended to dominate the interviewees' responses. Lack of a cohesive team environment and lack of consistent and visionary leadership were the two areas of concern that were expressed by nearly everyone interviewed. "There is no team any longer," "the concept of team has gone," the current team concept "is just not working." These comments exemplify the responses offered by interviewees concerning the Spokane Regional Domestic Violence Team. "There is no leadership," "lack of solid leadership," and "we all work independently without the benefit of any leadership" were typical of most respondents.

In addition to the team concept and leadership, many concerns were voiced about the lack of communications, the lack of a caring working environment, and the lack of clear vision and motivating goals. One of the best examples of the sentiments expressed which typify the overwhelming concerns expressed as to the viability of the SRDVT is as follows:

"Ten years ago there was a clear mission; the focus was on co-located team of professionals that could provide support, education, accountability, and awareness to the community. Equal weight to both offender accountability and victim safety was the norm. Sadly, this is no longer true, and we may not be able to recover unless severe measures are taken."

### Implications for Research and Practice

Results of the present study suggest that empowerment, trust-based social ties and synergy are indeed important proximal outcomes of certain dimensions of collaborative

partnership functioning. Furthermore, these proximal outcomes are importantly influenced by leadership and administrative management practices. This study provides clear direction for further research – in particular, it lays the groundwork for conducting longitudinal, partnership-level research to test whether the logic model set forth in Figure I applies, particularly with respect to ultimate outcomes in the form of beneficial results vis-à-vis societal problems (domestic violence in the case of the SRDVT). If future research shows that partnership proximal outcomes do mediate the relationship between functional operations and ultimate effectiveness, then our understanding of how collaboration works would be substantially increased. We could conclude that an effective collaborative partnership must create empowerment, build trust-based social ties and achieve synergy of thought and action to be effective, and we could identify key functions a partnership must have in place to create this type of collaborative process.

Collaborative partnerships are becoming increasingly prevalent as a way of addressing complex social problems, yet many collaborative partnerships are experiencing great difficulty realizing the full potential of collaboration. Giving collaborative partnerships a reliable way to measure the level of partnership synergy, empowerment, and social ties can help them determine how well the collaborative process is working long before it is possible to measure the impact of the partnerships' actions.

In identifying the particular dimensions of partnership functional operations that are closely related to the three proximal outcomes, it is now possible to highlight areas upon which the partnership needs to focus to make the collaborative process work to greater benefit for its members and society as well. By conceptualizing informal and



formal leadership in terms of its relevance to the three proximal outcomes, we have been able to identify key leadership capacities that could potentially help collaborative partnerships leverage the involvement and contributions of their diverse partners more effectively, and in the process make greater progress in addressing the wicked problems we must deal with in American society.

### Hypothesis

The overarching working hypothesis being tested in this study is that a collaborative partnership will not be able to sustain their collective action unless they develop and maintain a critical set of core outcomes – namely, participant empowerment, the building of trust-based social ties, and synergies leading to effective accomplishment. These are essential proximal outcomes in the context of a long-term collaborative process addressing wicked societal problems. Further, the hypothesis reflects the belief that *all three* of these proximal outcomes are needed for successful collaboration to occur (*Pathways to Collaboration Workgroup*, funded by the W.K. Kellogg Foundation). Going even further, it has been argued that a collaborative process needs to feature certain conditions to achieve these proximal outcomes, and among those conditions are particular kinds of leadership and management practices.

Considering the rather dismal results as indicated in the mean scale, how is it that the SRDVT has been in existence for over ten years now, and has purportedly been successful in their core mission of reducing the incidents of domestic violence. Some explanation might be found in the following comments from those participants interviewed.

Since the loss of grant funding, the idea concepts of the "DV team" have gone away. The "team" per se no longer exists, therefore lack of communication is across all agencies. I've seen DV in the last 2 years crumble from what it used to be. No training RE. new programs among prosecutors and "old" ways of thinking are coming back. There really is no more "specialized DV unit" and training doesn't exist. Back to the good old days of "sir, take a walk around the block!"

There is no leadership in place to encourage communication, cooperation, inspiration, motivation. The advocates' office is in a constant state of conflict, crisis, and change. Prosecutors are hamstrung by laws that are soft on DV crimes. Law enforcement and probation are overwhelmed by huge case loads. The current system is not working. The team concept has great potential for growth but the lack of solid leadership and communication makes it nearly impossible.

This team never functioned as intended because each agency refused to give up control of their employees. Five separate agencies with five separate rules/policies tugging at each member of the team. There was never any process to deal with personalities and conflict resolution. It was a good idea when the grant money was sought out but never run properly. It would not alter or effect any negative change to victim service if the team was dissolved. I think there should be specialized police detectives and prosecutors but they don't have to be under the same roof.

I regret not being able to answer any of your questions in a positive manner. Lack of leadership, home agency support and quality personnel has slowly caused the Domestic Violence unit to deteriorate. There was a time when the members of the unit worked as a team. However, by the time I left everyone was acting as if they were self-employed. From what I hear it has only gotten worse. There have been some very dedicated individuals in the unit. Unfortunately, they were up against too many negative forces to make a difference. At this point, I don't see any real benefit in keeping the unit together.

The team has had some skilled and committed people but it was not managed to make the best use of their contributions and ultimately became bogged down in political and administrative conflict. The involvement of the felony team was not a benefit because it was a resource hog and was poorly supervised and managed. Too much turnover of some people and not enough turnover of the deadwood. Instead of being viewed as a special assignment it was seen as punishment. The volume of work was much greater than other units.

There is a great concern that DV issues are no longer being addressed as they first were when the team was developed. Offenders are being held less accountable, ordered to do anger management or drug/alcohol treatment instead of DV perp FX, no longer getting jail time for violations, lack of support and services for victims, recalling no contact

orders without victim input or offender counseling, lack of training for the different disciplines.

When the Spokane Regional Domestic Violence Team started ten years ago there was a clear mission. The focus was on a co-located team of professions that could provide support, education, accountability, and awareness to the community regarding domestic violence. Equal weight was given to offender accountability and victim safety. Certainly building relationships, creating unified vision, and implementing the necessary steps to be successful was a long journey that required hard work and dedication from all participants. While some of the initial processes are still see within the unit today, I do think we (as a team) as well as a community have lost sight of the original vision. We no longer function as a unified team with clear goals. Instead, staff is over worked, caseloads are constantly growing, funding is deteriorating, and the focus has changed from the importance of the work to everyday survival of each person independently of the team. Domestic violence training is no longer taken seriously and the level of professionalism has declined. Internal support is almost non-existent, and blaming each agency within the SRDVT for a variety of problems is constant. I think the only thing worse than the current state of the SRDVT would be to disband it. While to problems seem insurmountable, I believe the work we do here is of great importance. The benefits to the community as well as the team still out weigh the political problems we seem to create for ourselves. What we need is an opportunity to recreate a team purpose and mission, start holding each other accountable for creating a positive culture within the unit and once again begin to utilize each others skills for the greater purpose of the community. There are a lot of people within the unit that are passionate about the work; we seem to have gotten off track somewhere along the way and need the opportunity to come back together to serve those who rely on us to be here for them.

## Chapter Five References

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## CHAPTER SIX

### DISCUSSION AND CONCLUSION

Communities around the country are facing challenging social problems with many complex components, many of which have not responded to top-down or single-solution programs (**Butterfoss, Goodman, and Wandersman, 1996**). In such a public policy environment, there is great potential in multi-party partnerships that enable different people and organizations to support each other by leveraging, combining, and capitalizing on their complementary strengths and capabilities. Because of this potential, public and private agencies have increasingly begun to require collaboration as a condition of receiving funding support for addressing difficult social problems. Recent examples of this requirement for collaboration include the federal Community Access Program, which is funding community-based partnerships to improve access to health care for vulnerable populations, and the Turning Point initiative, an ambitious program jointly sponsored by the W.K. Kellogg Foundation and the Robert Wood Johnson Foundation which is funding multi-agency partnerships to strengthen and promote collaboration in the public health systems in 21 U.S. states and 41 local communities around the country.

Along with this strong interest and widespread activity, however, collaborative partnerships are also generating a good deal of frustration. Because productive collaboration requires relationships, procedures, and structures that are quite different from the ways many people and organizations have worked in the past, building effective partnerships is time-consuming, resource intensive, and very difficult to accomplish (**Mitchell and Shortell, 2000**). There is also a concern that substantial proportions of

“forced” collaborations – those required by funders – may be partnerships on paper only (**Lewin Group, 2000**). Many of the partners may have little influence or involvements in what these collaborative partnerships do, even though they are nominally included in multi-agency collaborative partnerships.

Difficulties realizing and documenting the potential benefits of collaboration have raised two serious policy issues (**Kreuter, Lezin and Young, 2000**):

- Is the current investment in collaboration warranted? Is collaboration better than efforts by single agents in improving the capacity of communities to achieve the goals of reducing social problems?
- How can the return on the investment in collaboration be maximized? What do funders, leaders, and coordinators of collaborative partnerships need to know and do to realize the full advantage of collaborations?

To examine whether and how collaborations achieve their goals, researchers have increasingly focused their attention on the functioning of collaborative partnerships (**Taylor-Powell, Rossing, and Geran, 1998**). Within this premise, researchers have used a variety of approaches to conceptualize the functioning of successful collaborative partnerships. **Wandersman, Goodman, and Butterfoss (1997)** have focused on inputs and throughputs to understand how partnerships process resources into products. In conducting formative evaluation, they have looked at the actions carried out in various phases of a partnership – formation, implementation, maintenance (**Butterfoss, Goodman, and Wandersman, 1996**). The approaches of **Fawcett and colleagues (1997)**, **Francisco, Paine and Fawcett (1993)**, and **Taylor-Powell, Rossing, and Geran (1998)** have emphasized the importance of process and outcome measures to guide coalition development and empowerment evaluation. **Mitchell and Shortell (2000)** have examined how governance and management align collaborative partnership strategy

and capabilities with environmental forces. **Provan and Milward (2001)** have used network analysis techniques to understand how collaborating agencies integrate and coordinate their activities.

Those efforts have shed considerable light on various aspects of collaborative partnership functioning, such as partner participation, partner relationships, staff support, sufficiency and flows of resources, leadership, management, communications, governance, partnership structure, and interaction with the external environment.

Lacking in their work, however, is an explication of the pathway through which successful collaborative partnership functioning affects partnership effectiveness. The various analytical frameworks developed thus far do not identify the mechanisms that enable collaborative partnerships to accomplish more than individuals and organizations working on their own can achieve. The work done in this area to date does not explain what happens in a successful collaborative process that gives collaborative partnerships an advantage over single agents in planning and carrying out interventions that improve service delivery and reduce the social problems being addressed by the collective effort of the partners involved.

To address the challenging policy issues noted above, there is a need to conceptualize and measure the proximal outcomes of collaborative partnerships functioning well that captures the mechanisms that make collaboration especially effective. Researchers need a way to measure such outcomes to determine how collaboration works, and to test the underlying assumption about the advantage of collaboration. Collaborative partnerships need to be able to document how well they are achieving such outcomes to determine if their early efforts are on the right track. To strengthen the ability of collaborative

partnerships to realize the full potential of collaboration, funders and participants in collaborative partnerships need to know what factors influence the ability of partnerships to achieve these outcomes.

### **Building on the Insights of Public Health Area Research**

The *Community Health Governance* (CHG) model brings together a broad array of practical experience as well as conceptual and empirical work from multiple fields, and it organizes this information in a new and coherent way. The product is a theoretical road map that lays out the pathways by which participatory processes lead to more effective community problem solving. The CHG model is unique in that it constitutes the first time that empowerment, social ties, and synergy have been considered together in the context of collaborative problem solving. Moreover, prior to the development of this model, neither the characteristics of the collaborative process nor the leadership and management practices that undergird these characteristics had been considered in relation to all three of these critical proximal outcomes. The CHG model grew out of the comparative case studies of 41 collaborative partnerships noted at the outset of the chapter, with ample funding being provided by the W.K. Kellogg foundation and the Robert Wood Johnson Foundation.

This model can help address the limitations of current evidence by supporting comparative research. The model is amenable to testing through a comparative case study design. For example, a longitudinal study of communities attempting to solve a similar problem in different ways could be used to test the degree to which successful problem solving is related to the achievement of the critical process characteristics and



proximal outcomes factored in the model. The applicability of the model to various problems could be explored by comparing the ability of communities that achieved these process characteristics and proximal outcomes to solve different kinds of problems. The model may also be amenable to testing through a randomized controlled trial. Building on the pathways in the model, it may be possible to develop an intervention that achieves specific process characteristics and proximal outcomes, yet respects the interactive and evolving nature of community collaboration.

### **Findings Regarding the Spokane Regional Domestic Violence Team: Structural Issues**

The research reported here suggests that the Spokane Regional Domestic Violence Team (SRDVT) may be inadvertently compromising their success by the way they are going about collaboration. The insights that the CHG model provides suggest specific ways that the participants of the collaborative partnership might be able to strengthen their partnership endeavors and become more effective in their efforts to reduce domestic violence. Moving in this direction will not be easy, however. This study has identified a number of barriers to implementing a true collaborative partnership in this important area of criminal justice policy. These barriers relate to differences in professional socialization and culture, serious constraints in funding, insufficient incentives, and limited access to technical assistance and training. Ultimately, all of these issues will need to be addressed to realize the full potential of a specific collaborative partnership's ability to solve complex problems related to the incidence of domestic violence.

If the SRDVT seeks to engage the partners in a collaborative way, it needs to involve everyone involved in a more active way and make sure that everyone brought in to the partnership is on equal footing in all phases of problem solving. This means that everyone involved has an equal responsibility in identifying and framing problems, understanding the causes of problems and the context in which they occur, and developing and carrying out strategies to address problems. The CHG model hypothesizes that this degree of influence is a prerequisite for empowering members, for creating the breakthroughs in thinking and action that are needed to solve complex problems, and for developing a sufficiently broad sense of ownership and commitment to sustain the collaborative efforts called for over time.

In contrast to the ideal type model provided by the CHG, the survey results from this study of the SRDVT raise concerns that the collaborative partners do not currently feel that they have this kind of influence to participate fully in all of the initiatives. As Robertson and Minkler note, when collaborative process managers take the lead on every issue, members of the partnership team are often treated as objects of concern or sources of data rather than as peers in the problem solving aspects of collaboration (**Robertson & Minkler, 1994**). Moreover, collaborative process managers often determine the language that people use to discuss issues, the paradigm they use to frame and understand issues, and the “boundaries around the domain of issues that will be considered germane” (**Simon, 1990**).

Judging from the evidence reported in this study, the SRDVT appears to be an example of a collaborative partnership in which a dominating lead agency is seeking to carry out a largely predetermined program of action requiring the cooperation of other

actors in the domestic violence policy arena. In this collaborative partnership, virtually all of the thinking on problem conceptualization and countermeasure planning are being done by this lead agency. In this regard, the lead agency identifies the problem areas that need to be addressed, and develops intervention policies to address these problem. While other members of the collaborative partnership are asked frequently to provide the lead agency with their input and support, their primary role seems to be to provide the lead agency with additional skills and resources that are needed to carry out the predetermined program crafted by the lead agency.

Viewed in the context of the CHG model, it is not surprising that the SRDVT and similar multi-agency collaborative partnerships are not as successful as they would like to be in solving problems or sustaining interventions over time. The model's developers would predict that it may not be possible to deal effectively with the challenges of domestic violence prevention unless the SRDVT collaborative partnership makes substantial changes in the way the partnership's agency partners are engaged.

The CHG model hypothesizes that to manage complex community problems a collaborative process needs to promote ongoing meaningful discourse among a diverse group; the partners need to talk with each other, and influence each other in meaningful ways. This open and engaging discourse lies at the heart of collaborative problem solving. Without such an ongoing dialog a collaborative process cannot achieve the key proximate goals of individual agency empowerment, the building of bridging social ties, and the discovery or synergies of collective action.

In spite of the importance of group discourse emphasized in the CHG model, it seems as though the SRDVT is no longer structured in a way that makes such discourse

possible. The SRDVT has become like the spokes of a wheel, with the lead agency at the hub and the rest of the partners radiating from that hub. In this type of arrangement, the leader of the partnership talks to each of the other participants, but these participants do not engage in discourse with each other. In this collaborative partnership, and other partnerships similarly pulled together by the stimulus of external funding, some group process exists, but it involves a small and often homogeneous group of people connected to the lead agency. The core group in such collaborative partnerships may use focus groups, survey research, pilot studies and other forms of data collection to obtain other community perspectives on the problem being addressed. However, the communication of ideas tends to go only one way, with little opportunity for the core group and the people who provide the information gathered to discuss issues with each other. While these kinds of lead agency-centered partnerships may be able to coordinate services to some extent or carry out a predetermined program with some success, they are unlikely to be able to understand fully and solve complex community problems effectively.

### **Findings in the Area of Leadership**

Going beyond structural issues, from the evidence collected in this study it may be the case that the SRDVT may lack the capacity for collaborative leadership that is needed to promote and sustain meaningful discourse among a diverse group of agency partners. Without the right kind of leadership, even collaborative partnerships that bring a diverse group of people and organizations together will not achieve meaningful group discourse. This creates a situation where certain participants do indeed have a “seat at the table” so to speak, but have little or no genuine voice in the collaborative action of the partnership.

Even when all participants are given an opportunity to speak – and other participants listen to what they say – understanding is often compromised by preconceived notions or the excessive use of discipline-specific jargon. Needed breakthroughs in thinking that identify synergies of thought and action are often not achieved because the discourse is constrained by narrow professional paradigms or the separate forms of knowledge and the ideas of the various participants are not connected to an encompassing vision. While this type of lead agency-driven partnership may be successful in empowering some of its participants, it is unlikely to create the bridging social ties and synergy of thought and action that are needed to manage complex problems effectively.

Rectifying the current short-comings in community problem solving efforts undertaken by the SRDVT clearly requires broader and more active involvement by all partners. Although the CHG model does not address the roles of any particular group or type of group, organization or sector per se, the critical characteristics of the collaborative process featured in the CHG model, coupled with the experiences of the SRDVT, suggest that it may be very difficult for a broad-based community problem-solving process such as SRDVT to attempt to partner with non-governmental organizations. This is likely the case because such agencies and groups tend to differ substantially from government agencies in how they usually approach community-based collaboration. Instead of having any single participant such as a government agency be in a commanding position among non-governmental agencies, it is common for a broad array of people and community-based organizations working in a particular community to decide what the collaborative process will focus upon and how the collective work will get done.

Collaborative partnerships are indeed becoming increasingly commonplace as a way of addressing complex social problems, yet evidence from social scientists studying such partnerships in a wide range of public policy settings suggests that many of these collaborative partnerships -- including the Spokane Regional Domestic Violence Team -- are experiencing great difficulty realizing the full potential of collaboration. This conclusion is strongly supported by archival research into the official records of the partnership, through a series of probing interviews with many members of the Team, and through the self-administered survey instrument completed by a high proportion of key actors involved in the SRDVT.

Several recurring themes tended to dominate the interviewees' responses. Lack of a cohesive team environment and lack of consistent and visionary leadership were the two areas of concern that were expressed by nearly everyone interviewed. "There is no team any longer," "the concept of team has gone," the current team concept "is just not working." These comments exemplify the responses offered by interviewees concerning the Spokane Regional Domestic Violence Team. "There is no leadership," "lack of solid leadership," and "we all work independently without the benefit of any leadership" were typical of most survey respondents and interviewees alike.

In addition to the team concept and leadership, many concerns were voiced about the lack of communications, the lack of a caring working environment, and the lack of clear vision and motivating goals. However, almost all of the interviewees were careful to add that the only thing worse than the current state of affairs would be to disband the team. Nearly all the key actors interviewed agreed that the work being done to address the problems of domestic violence was too important to the community to abandon the

collaborative partnership entirely, and an opportunity to make positive changes that would make collaborative problem solving possible again is believed to exist by virtually all persons interviewed.

### **Findings in the Area of Scope of Collective Action**

The extent of the scope of the process is another issue commonly addressed in the interviews conducted for this study. The collaborative process delineated in the CHG model is a comprehensive one that encompasses a wide range of problems related to social and environmental policy, economic development, and public health. Addressing such problems nearly always goes beyond the jurisdiction or control of any single government agency. Even when a government agency wants to promote this kind of collaborative problem-solving process, it is difficult (if not impossible) for the agency to be viewed at the same social status level as other participants it engages in the process. As Hollar points out, community-based groups and advocates for marginal populations are often intimidated by government agencies; they have an “absolute fear of speaking out lest they lose all benefits” (**Hollar, 2001**).

The need for “neutral” or “safe” spaces in civic society to support broad-based collaborative problem solving has been highlighted in the public administration literature (**King & Stivers, 1998; Swain, 2001**). Rather than duplicating or replacing the role of elective offices in government in community problem solving efforts, the collaborative partnership process is seen as complementary to established governmental authorities present in a civil society (**Potapchuk et al., 1999**). By providing a venue in civil society in which people can engage in discourse that goes beyond ideological debates,

collaborative processes can function as a valuable resource for government. It is possible for the process to enhance the ability of local governments to identify problems that the community cares about, to connect and work with other government agencies and community-based organizations (so they can have more of an impact on the broad determinants of domestic violence), and to accomplish more than would otherwise be possible on their perpetually limited county and municipal budgets.

Ultimately, it seems that two complementary forms of collaborations are required to strengthen the ability of communities to solve complex problems: one in which the community participates in the work of government and another in which government participates in community-driven processes in civil society. While we are far from knowing how these collaborative processes can best be implemented or aligned, there is a tremendous amount of experience and scholarly work from which we can learn. By providing a framework that synthesizes much of this knowledge and by establishing a multidisciplinary platform for bringing diverse practitioners, scholars, and policymakers together, we can promote the kinds of coordinated efforts that are needed to move us forward in addressing the challenges associated with the management of wicked social problems in democratic societies.

### **Initiating, Implementing and Sustaining Collaborative Partnerships: Agenda for Further Research**

As partnerships move from planning and assessing into implementation of their plan, at some point they must establish organizational structures capable of sustaining the partnership over a lengthy period. The approach taken to planning must be inclusive to provide a sound base for developing sustainable structures. The formal structures



developed contribute importantly to the creation of sustainable foundations for collective action in the promotion of public goods and services. The formal structures in question contribute to sustainable partnership activities by assuring longevity of the partnership process and enabling support for partnership work by a systematic leveraging of resources. As the SRDVT moves beyond original grant funding, they will be challenged to maintain support both from within and from without the collaborative partnership.

This framework can help the broad array of people and organizations that fund and participate in collaborative partnerships determine if their investment in collaboration is warranted. Much of this investment is based on the reasonable, but as yet under-documented, assumption that collaboration is more effective than efforts carried out by single agents. A number of reasons have been proposed to explain why it has been so difficult to document the impact of collaborative partnerships (**Krueter, Lezin, and Young, 2000**). A fundamental barrier that has not been emphasized, however, has been the inability to assess the mechanisms that give collaboration its unique advantage.

This study would indicate that future research replicating the W.K. Kellogg Foundation and Robert Wood Johnson Foundation methodology is especially warranted in the Criminal Justice arena. Comparative case studies of Domestic Violence programs, Drug Courts, Offender Re-entry programs, and Juvenile Justice Programs could all benefit from adoption of the CHG structured model for data collection and analysis. The study of the SRDVT indicates the feasibility and usefulness of further research in virtually any environment that requires collaboration to address difficult social problems.

## Chapter Six References

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## APPENDIX A

## SPOKANE REGIONAL DOMESTIC VIOLENCE TEAM Survey Instrument

This is a request for *completely voluntary participation*, and your responses will remain totally confidential—only researchers at **Washington State University** who are conducting this survey as part of a Ph.D. dissertation study by **Robert Lincoln** will see your answers and comments. You may leave any questions blank that you feel uncomfortable answering. You are assured that the university will maintain the confidentiality of results. This study has been reviewed and approved by the Washington State University Institutional Review Board (IRB) for human participation. If you have any questions or concerns regarding the study you may contact the researchers at (509) 335-4811, and if you have any questions or concerns about your rights as a participant you can call the WSU IRB at (509) 335-9661 or send an e-mail to [irb@wsu.edu](mailto:irb@wsu.edu).

You have been provided a pre-addressed, postage-paid envelope for your convenience. Please call 509 954-5685 if you have any questions regarding this survey. Thank you in advance for your participation in this important effort to learn from the important work of the Spokane Regional Domestic Violence Team accomplished over the course a decade.

*Robert Lincoln*  
Doctoral Candidate

*Nicholas Lovrich*  
Supervising Faculty, Director,  
Division of Governmental Studies and  
Services

### Instructions

This survey asks questions about different aspects of your **collaborative partnership experience**. The questionnaire will take about 20-30 minutes to complete. The survey allows you to express your opinions and provide information about your experiences anonymously. **DO NOT WRITE YOUR NAME ANYWHERE ON THE QUESTIONNAIRE**; your name will not be attached to the responses you give.

By answering the questions on the survey, you will help the *Spokane Regional Domestic Violence Team* learn about its strengths and weaknesses, and identify steps that can be taken in the future to improve the collaboration process.

There are no right or wrong answers on the questions included on the survey. Thoughtful and honest responses will give the SRDVT the most valuable information. **Please answer every question, and please check only one answer per question.**

To complete the questionnaire:

- Please use a BLUE or BLACK ink pen.
- Be sure to read all the answer choices before marking your answer.
- Answer each question by placing a legible check mark or “X” in the box to the left of your answer, like this:

[  ] Extremely well OR [ X ] Extremely well

## Synergy: An Assessment of SRDVT Gains Made Through Collective Action

Please think about the people and organizations that are participants in the SRDVT in responding to each of the following questions.

- a. **Through working together, how well are these partners able to identify new and creative ways to solve problems?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all

- b. **Through working together, how well are these partners able to include the views and priorities of the people affected by the partnership's work?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all

- c. **Through working together, how well are these partners able to develop goals that are widely understood and supported among partners?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all

- d. **Through working together, how well are these partners able to identify how different services and programs in the community relate to the problems the partnership is trying to address?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all

- e. **Through working together, how well are these partners able to respond to the needs and problems of the clientele?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all

- f. **Through working together, how well are these partners able to implement strategies that are most likely to work?**

Extremely well                       Somewhat well                       Not so well  
 Very well     Not well at all



**d. Communicating the vision of the partnership.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**e. Working to develop a common language within the partnership.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**f. Fostering respect, trust, inclusiveness, and openness in the partnership.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**g. Creating an environment where differences of opinion can be voiced.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**h. Resolving conflict among partners.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**i. Combining the perspectives, resources, and skills of partners.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know

**j. Helping the partnership be creative and look at things differently.**

Excellent                       Fair  
 Very good                       Poor  
 Good     Don't know



## Efficiency in the Use of SRDVT Resources

**1. Please choose the statement that best describes how well the SRDVT uses the partner organizations financial resources.**

- The partnership makes **excellent use** of each organization's financial resources.
- The partnership makes **very good use** of each organization's financial resources.
- The partnership makes **good use** of each organization's financial resources.
- The partnership makes **fair use** of each organization's financial resources.
- The partnership makes **poor use** of each organization's financial resources.

**2. Please choose the statement that best describes how well the SRDVT uses the partner organizations in-kind resources (e.g., skills, expertise, information, data, connections, influence, space, equipment, goods).**

- The partnership makes **excellent use** of each organization's in-kind resources.
- The partnership makes **very good use** of each organization's in-kind resources.
- The partnership makes **good use** of each organization's in-kind resources.
- The partnership makes **fair use** of each organization's in-kind resources.
- The partnership makes **poor use** of each organization's in-kind resources.

**3. Please choose the statement that best describes how well the SRDVT uses the partner organizations time.**

- The partnership makes **excellent use** of each organization's time.
- The partnership makes **very good use** of each organization's time.
- The partnership makes **good use** of each organization's time.
- The partnership makes **fair use** of each organization's time.
- The partnership makes **poor use** of each organization's time.

## SRDVT Administration and Management

Think about the administrative and management activities that take place in the SRDVT. Please rate the effectiveness in carrying out each of the following partnership activities:

**a. Coordinating communication among partners.**

- Excellent
- Very good
- Good
- Fair
- Poor
- Don't know

**b. Coordinating communication with people and with organizations outside the partnership.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**c. Organizing partnership activities, including meetings and projects.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**d. Applying for and managing grants and funds.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**e. Preparing materials that inform partners and help them make timely decisions.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**f. Performing secretarial and clerical duties.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**g. Providing orientation to new individuals as they join the partnership.**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**h. Evaluating the progress and impact of the partnership**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

**i. Minimizing the barriers to participation in the partnership's meetings and activities**

**(e.g., by holding them at convenient places and times.)**

- |                                    |                               |                                     |
|------------------------------------|-------------------------------|-------------------------------------|
| <input type="checkbox"/> Excellent | <input type="checkbox"/> Fair |                                     |
| <input type="checkbox"/> Very good | <input type="checkbox"/> Poor |                                     |
| <input type="checkbox"/> Good      |                               | <input type="checkbox"/> Don't know |

## SRDVT Use of Non-financial Resources

A partnership needs non-financial resources in order to work effectively and to achieve its goals. For each of the following types of resources, to what extent does the SRDVT have what it needs to work effectively?

**a. Skills and expertise (e.g., leadership, administration, evaluation, law, public policy, cultural competency, training, community organizing).**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

**b. Data and information (e.g., statistical data, information about community perceptions, values, resources, and politics).**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

**c. Connections to target populations.**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

**d. Connections to political decision-makers, government agencies, other organizations and/or groups.**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

**e. Legitimacy and credibility.**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

**f. Influence and ability to bring people together for meetings and activities**

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

## Use of SRDVT Financial and Other Capital Resources

A partnership also needs financial and other capital resources in order to work effectively and achieve its goals. For each of the following types of resources, to what extent does the SRDVT have what it needs to work effectively?

### a. Money

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

### b. Space

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

### c. Equipment and goods and services

- |  |   |
|--|---|
| <input type="checkbox"/> All of what it needs  | <input type="checkbox"/> Almost none of what it needs |
| <input type="checkbox"/> Most of what it needs | <input type="checkbox"/> None of what it needs        |
| <input type="checkbox"/> Some of what it needs | <input type="checkbox"/> Don't know                   |

## SRDVT Decision Making

### a. How comfortable are you with the way decisions are made in the SRDVT?

- |  |   |   |
|--|---|---|
| <input type="checkbox"/> Extremely comfortable | <input type="checkbox"/> Somewhat comfortable | <input type="checkbox"/> A little uncomfortable |
| <input type="checkbox"/> Very comfortable      |   | <input type="checkbox"/> Not at all comfortable |

### b. How often do you support the decisions made by the SRDVT?

- |   |   |  |
|---|---|--|
| <input type="checkbox"/> All of the time  | <input type="checkbox"/> Some of the time | <input type="checkbox"/> Almost none of the time |
| <input type="checkbox"/> Most of the time |   | <input type="checkbox"/> None of the time        |

### c. How often do you feel that you have been left out of the decision making process?

- |   |   |  |
|---|---|--|
| <input type="checkbox"/> All of the time  | <input type="checkbox"/> Some of the time | <input type="checkbox"/> Almost none of the time |
| <input type="checkbox"/> Most of the time |   | <input type="checkbox"/> None of the time        |

## Benefits of Participation in the SRDVT

For each of the following benefits, please indicate whether you have or have not received the benefit as a result of participating in the partnership.

**a. Enhanced ability to address important issues.**

Yes                       No

**b. Development of new skills.**

Yes                       No

**c. Heightened public profile.**

Yes                       No

**d. Increased utilization of my expertise or services.**

Yes                       No

**e. Acquisition of useful knowledge about services, programs, or people in the community.**

Yes                       No

**f. Enhanced ability to affect public policy.**

Yes                       No

**g. Development of valuable relationships.**

Yes                       No

**h. Enhanced ability to meet the needs of my constituency or clients.**

Yes                       No

**i. Ability to have a greater impact than I could have on my own.**

Yes                       No

**j. Ability to make a contribution to the community.**

Yes                       No

**k. Acquisition of additional financial support.**

Yes                       No

## Drawbacks of Participation in the SRDVT

For each of the following drawbacks, please indicate whether or not you have or have not experienced the drawback as a result of participating in the SRDVT.

**a. Serious diversion of time and resources away from other priorities or obligations.**

Yes                       No

**b. Insufficient influence in partnership activities.**

Yes                       No

**c. Viewed negatively due to association with other partners or the partnership.**

Yes                       No

**d. Frustration or aggravation.**

Yes                       No

**e. Insufficient credit given to me for contributing to the accomplishments of the partnership.**

Yes                       No

**f. Conflict between my job and the partnership's work.**

Yes                       No

## Comparing the Overall Benefits and Drawbacks of SRDVT Participation

So far, how have the **benefits** of participating in the SRDVT compared to the **drawbacks**?

- Benefits greatly exceed the drawbacks
- Benefits exceed the drawbacks
- Benefits and drawbacks are about equal
- Drawbacks exceed the benefits
- Drawbacks greatly exceed the benefits

## Satisfaction with Important Aspects of SRDVT Participation

**a. How satisfied are you with the way the people and organizations in the SRDVT work together?**

- Completely satisfied       Somewhat satisfied       A little satisfied  
 Mostly satisfied     Not at all satisfied

**b. How satisfied are you with your influence in the SRDVT?**

- Completely satisfied       Somewhat satisfied       A little satisfied  
 Mostly satisfied     Not at all satisfied

**c. How satisfied are you with your role in the SRDVT?**

- Completely satisfied       Somewhat satisfied       A little satisfied  
 Mostly satisfied     Not at all satisfied

**d. How satisfied are you with the SRDVT's plans for achieving its goals?**

- Completely satisfied       Somewhat satisfied       A little satisfied  
 Mostly satisfied     Not at all satisfied

**e. How satisfied are you with the way the SRDVT is implementing its plans?**

- Completely satisfied       Somewhat satisfied       A little satisfied  
 Mostly satisfied     Not at all satisfied

**Comments: We are very interested in any comments you would like to make on this study, and on your experience in working with the Spokane Regional Domestic Violence Team. (Attach additional sheets if you wish.)**

## Demographics

In order to make certain that responses are collected from a wide variety of participants in the Spokane Regional Domestic Violence Team we need to collect a small amount of background information on survey participants. Please answer as many of the following questions as possible.

**What is your gender?**     Female                       Male

**What is your approximate age?**

- 18 to 24 years                       45 to 54 years  
 25 to 34 years                       55 years and above  
 35 to 44 years

**With which partner organization are you affiliated?**

- Spokane County Prosecutors  
 Spokane City Prosecutors  
 YWCA  
 Spokane Police Department  
 Spokane Sheriff Office  
 Spokane District Court  
 Spokane Probation  
 Other \_\_\_\_\_

**How many years have you been affiliated with the SRDVT?** \_\_\_\_\_

**THANK YOU VERY MUCH FOR YOUR GENEROUS PARTICIPATION IN THIS IMPORTANT SURVEY.**



## **APPENDIX B**

## Section Demographics

**Danger Zone = 1.00 – 2.9**

**Work Zone = 3.00 – 4.5**

**Target Zone = 4.6 – 5.0**

Synergy	2.6	Leadership	1.7
Efficiency	2.4	Administration	1.8
Non-financial	2.6	Financial	3.0
Decision Making	2.6	Comparing Overall	3.1
Satisfaction	2.3		
Empowerment	2.1	Social Ties	1.8
Survey Total	2.5	Total Overall	2.4

### Synergy Section Breakdown

Item A	2.7	Item F	2.7
Item B	2.6	Item G	2.5
Item C	2.4	Item H	2.6
Item D	2.5	Item I	2.5
Item E	3	Overall	2.6

### Leadership

Item A	1.7	Item G	1.8
Item B	1.5	Item H	1.8
Item C	1.5	Item I	2.1
Item D	1.6	Item J	1.5
Item E	1.8	Overall	1.7
Item F	1.7		

### Efficiency

Item A	2.7	Item C	2.4
Item B	2.3	Overall	2.4

### Administration and Management

Item A	1.7	Item F	2.8
Item B	1.9	Item G	1.7
Item C	1.7	Item H	1.5
Item D	1.8	Item I	1.8
Item E	1.7	Overall	1.8

Use of Non-Financial Resources

Item A	2.9	Item E	2.7
Item B	2.5	Item F	2.3
Item C	2.6	Overall	2.6
Item D	2.5		

Use of Financial and Other Capital Resources

Item A	2.6	Item C	3.2
Item B	3.3	Overall	3

Decision Making

Item A	2.2	Item C	2.5
Item B	3.1	Overall	2.6

Benefits of Participation

**Benefits Section a**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	11	45.8	45.8	45.8
	1.00 Yes	13	54.2	54.2	100.0
	Total	24	100.0	100.0	

**Benefits Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	12	50.0	50.0	50.0
	1.00 Yes	12	50.0	50.0	100.0
	Total	24	100.0	100.0	

**Benefits Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	15	62.5	62.5	62.5
	1.00 Yes	9	37.5	37.5	100.0
	Total	24	100.0	100.0	

**Benefits Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	10	41.7	41.7	41.7
	1.00 Yes	14	58.3	58.3	100.0
	Total	24	100.0	100.0	

**Benefits Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	8	33.3	33.3	33.3
	1.00 Yes	16	66.7	66.7	100.0
	Total	24	100.0	100.0	

**Benefits Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	16	66.7	66.7	66.7
	1.00 Yes	8	33.3	33.3	100.0
	Total	24	100.0	100.0	

**Benefits Section g**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	6	25.0	26.1	26.1
	1.00 Yes	17	70.8	73.9	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		

**Benefits Section h**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	10	41.7	41.7	41.7
	1.00 Yes	14	58.3	58.3	100.0
	Total	24	100.0	100.0	

**Benefits Section i**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	10	41.7	41.7	41.7
1.00 Yes	14	58.3	58.3	100.0
Total	24	100.0	100.0	

**Benefits Section k**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	16	66.7	66.7	66.7
1.00 Yes	8	33.3	33.3	100.0
Total	24	100.0	100.0	

Drawbacks of Participation

**Drawbacks Section a**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	16	66.7	66.7	66.7
1.00 Yes	8	33.3	33.3	100.0
Total	24	100.0	100.0	

**Drawbacks Section b**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	11	45.8	45.8	45.8
1.00 Yes	13	54.2	54.2	100.0
Total	24	100.0	100.0	

**Drawbacks Section c**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	15	62.5	62.5	62.5
1.00 Yes	9	37.5	37.5	100.0
Total	24	100.0	100.0	

**Drawbacks Section d**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	3	12.5	12.5	12.5
1.00 Yes	21	87.5	87.5	100.0
Total	24	100.0	100.0	

**Drawbacks Section e**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	16	66.7	66.7	66.7
1.00 Yes	8	33.3	33.3	100.0
Total	24	100.0	100.0	

**Drawbacks Section f**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	14	58.3	58.3	58.3
1.00 Yes	10	41.7	41.7	100.0
Total	24	100.0	100.0	

Comparing Overall Benefits and Drawbacks

Overall 3.1

Satisfaction

Item A	2.2	Item D	2.2
Item B	2.3	Item E	2.2
Item C	2.5	Overall	2.3

Empowerment

Item A- Lb	1.5	Item F- DMb	3.1
Item B- Lc	1.5	Item G- DMc	2.5
Item C- Lf	1.7	Item H- S2b	2.3
Item D- Lg	1.8	Item I- S2c	2.5
Item E- DMA	2.2	Overall	2.1

Social Ties

Item A- Le	1.8	Item D- Lj	1.5
Item B- Lh	1.8	Item E- Aa	1.7
Item C- Li	2.1	Overall	1.8

Decision Making

Item A	2.2	Item C-R	2.5
Item B	3.1	Overall	2.6

## APPENDIX C



## SRDVT Frequencies

### Synergy Section:

#### Statistics

		Synergy Section a	Synergy Section b	Synergy Section c	Synergy Section d	Synergy Section e	Synergy Section f	Synergy Section g	Synergy Section h	Synergy Section i	Synergy Mean
N	Valid	24	24	24	24	23	24	24	24	24	24
	Missing	0	0	0	0	1	0	0	0	0	0
Mean		2.6667	2.6250	2.4167	2.5417	3.0435	2.6667	2.4583	2.6250	2.5000	2.6125
Variance		.754	1.114	.775	1.042	.680	1.014	.607	.766	.609	.472

#### Synergy Section a

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Not well at all	2	8.3	8.3	8.3
	2.00	Not so well	8	33.3	33.3	41.7
	3.00	Somewhat well	10	41.7	41.7	83.3
	4.00	Very well	4	16.7	16.7	100.0
	Total		24	100.0	100.0	

#### Synergy Section b

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Not well at all	2	8.3	8.3	8.3
	2.00	Not so well	11	45.8	45.8	54.2
	3.00	Somewhat well	7	29.2	29.2	83.3
	4.00	Very well	2	8.3	8.3	91.7
	5.00	Extremely well	2	8.3	8.3	100.0
	Total		24	100.0	100.0	

#### Synergy Section c

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Not well at all	4	16.7	16.7	16.7
	2.00	Not so well	8	33.3	33.3	50.0
	3.00	Somewhat well	10	41.7	41.7	91.7
	4.00	Very well	2	8.3	8.3	100.0
	Total		24	100.0	100.0	

**Synergy Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not well at all	4	16.7	16.7	16.7
	2.00 Not so well	8	33.3	33.3	50.0
	3.00 Somewhat well	7	29.2	29.2	79.2
	4.00 Very well	5	20.8	20.8	100.0
	Total	24	100.0	100.0	

**Synergy Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2.00 Not so well	6	25.0	26.1	26.1
	3.00 Somewhat well	11	45.8	47.8	73.9
	4.00 Very well	5	20.8	21.7	95.7
	5.00 Extremely well	1	4.2	4.3	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
	Total	24	100.0		

**Synergy Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not well at all	3	12.5	12.5	12.5
	2.00 Not so well	7	29.2	29.2	41.7
	3.00 Somewhat well	10	41.7	41.7	83.3
	4.00 Very well	3	12.5	12.5	95.8
	5.00 Extremely well	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Synergy Section g**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not well at all	2	8.3	8.3	8.3
	2.00 Not so well	11	45.8	45.8	54.2
	3.00 Somewhat well	9	37.5	37.5	91.7
	4.00 Very well	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Synergy Section h**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not well at all	3	12.5	12.5	12.5
	2.00 Not so well	6	25.0	25.0	37.5
	3.00 Somewhat well	12	50.0	50.0	87.5
	4.00 Very well	3	12.5	12.5	100.0
	Total	24	100.0	100.0	

**Synergy Section i**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not well at all	3	12.5	12.5	12.5
	2.00 Not so well	7	29.2	29.2	41.7
	3.00 Somewhat well	13	54.2	54.2	95.8
	4.00 Very well	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Synergy Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.40	2	8.3	8.3	8.3
	1.80	1	4.2	4.2	12.5
	2.00	1	4.2	4.2	16.7
	2.10	2	8.3	8.3	25.0
	2.20	3	12.5	12.5	37.5
	2.30	1	4.2	4.2	41.7
	2.60	2	8.3	8.3	50.0
	2.70	2	8.3	8.3	58.3
	2.80	3	12.5	12.5	70.8
	3.00	1	4.2	4.2	75.0
	3.10	2	8.3	8.3	83.3
	3.30	1	4.2	4.2	87.5
	3.70	1	4.2	4.2	91.7
	3.80	1	4.2	4.2	95.8
	4.00	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

## Leadership Section:

Statistics

		Leadership Section a	Leadership Section b	Leadership Section c	Leadership Section d	Leadership Section e	Leadership Section f	Leadership Section g	Leadership Section h	Leadership Section i	Leadership Section j	Leadership Mean	Leadership Total
N	Valid	24	24	24	24	24	24	24	24	24	24	24	24
	Missing	0	0	0	0	0	0	0	0	0	0	0	0
Mean		1.6667	1.5000	1.5000	1.5833	1.7917	1.6667	1.8333	1.7500	2.0833	1.5417	1.6917	16.9167
Variance		.580	.522	.522	.514	.868	.754	.754	.543	.949	.520	.386	38.601

### Leadership Section a

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Poor	12	50.0	50.0	50.0
	2.00	Fair	8	33.3	33.3	83.3
	3.00	Good	4	16.7	16.7	100.0
	Total		24	100.0	100.0	

### Leadership Section b

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Poor	15	62.5	62.5	62.5
	2.00	Fair	6	25.0	25.0	87.5
	3.00	Good	3	12.5	12.5	100.0
	Total		24	100.0	100.0	

### Leadership Section c

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Poor	15	62.5	62.5	62.5
	2.00	Fair	6	25.0	25.0	87.5
	3.00	Good	3	12.5	12.5	100.0
	Total		24	100.0	100.0	

### Leadership Section d

			Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	Poor	13	54.2	54.2	54.2
	2.00	Fair	8	33.3	33.3	87.5
	3.00	Good	3	12.5	12.5	100.0
	Total		24	100.0	100.0	

**Leadership Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	12	50.0	50.0	50.0
	2.00 Fair	6	25.0	25.0	75.0
	3.00 Good	5	20.8	20.8	95.8
	4.00 Very good	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Leadership Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	13	54.2	54.2	54.2
	2.00 Fair	7	29.2	29.2	83.3
	3.00 Good	3	12.5	12.5	95.8
	4.00 Very good	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Leadership Section g**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	10	41.7	41.7	41.7
	2.00 Fair	9	37.5	37.5	79.2
	3.00 Good	4	16.7	16.7	95.8
	4.00 Very good	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Leadership Section h**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	10	41.7	41.7	41.7
	2.00 Fair	10	41.7	41.7	83.3
	3.00 Good	4	16.7	16.7	100.0
	Total	24	100.0	100.0	

**Leadership Section i**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	8	33.3	33.3	33.3
	2.00 Fair	8	33.3	33.3	66.7
	3.00 Good	6	25.0	25.0	91.7
	4.00 Very good	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Leadership Section j**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	14	58.3	58.3	58.3
	2.00 Fair	7	29.2	29.2	87.5
	3.00 Good	3	12.5	12.5	100.0
	Total	24	100.0	100.0	

**Leadership Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	4	16.7	16.7	16.7
	1.10	1	4.2	4.2	20.8
	1.20	1	4.2	4.2	25.0
	1.30	3	12.5	12.5	37.5
	1.50	2	8.3	8.3	45.8
	1.60	3	12.5	12.5	58.3
	1.70	3	12.5	12.5	70.8
	1.80	1	4.2	4.2	75.0
	2.20	1	4.2	4.2	79.2
	2.50	2	8.3	8.3	87.5
	2.60	2	8.3	8.3	95.8
	3.30	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

## Efficiency Section:

### Statistics

		Efficiency Section 1	Efficiency Section 2	Efficiency Section 3	Efficiency Mean
N	Valid	24	23	24	24
	Missing	0	1	0	0
Mean		2.6667	2.2609	2.4167	2.4458
Variance		1.275	.474	.688	.576

### Efficiency Section 1

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor use	3	12.5	12.5	12.5
	2.00 Fair use	10	41.7	41.7	54.2
	3.00 Good use	4	16.7	16.7	70.8
	4.00 Very good use	6	25.0	25.0	95.8
	5.00 Excellent use	1	4.2	4.2	100.0
Total		24	100.0	100.0	

### Efficiency Section 2

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor use	2	8.3	8.7	8.7
	2.00 Fair use	14	58.3	60.9	69.6
	3.00 Good use	6	25.0	26.1	95.7
	4.00 Very good use	1	4.2	4.3	100.0
Total		23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		

### Efficiency Section 3

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor use	3	12.5	12.5	12.5
	2.00 Fair use	10	41.7	41.7	54.2
	3.00 Good use	9	37.5	37.5	91.7
	4.00 Very good use	2	8.3	8.3	100.0
Total		24	100.0	100.0	

**Efficiency Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	1	4.2	4.2	4.2
	1.30	1	4.2	4.2	8.3
	1.70	2	8.3	8.3	16.7
	2.00	8	33.3	33.3	50.0
	2.30	1	4.2	4.2	54.2
	2.70	2	8.3	8.3	62.5
	3.00	5	20.8	20.8	83.3
	3.30	2	8.3	8.3	91.7
	3.70	1	4.2	4.2	95.8
	4.00	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Administration and Management Section:**

**Statistics**

		Administrati on & Manageme nt Section a	Administrati on & Manageme nt Section b	Administrati on & Manageme nt Section c	Administrati on & Manageme nt Section d	Administrati on & Manageme nt Section e	Administrati on & Manageme nt Section f	Administrati on & Manageme nt Section g	Administrati on & Manageme nt Section h	Administrati on & Manageme nt Section i	Administra tion Mean
N	Valid	23	22	23	19	18	20	22	19	22	24
	Missing	1	2	1	5	6	4	2	5	2	0
Mean		1.6522	1.8636	1.6957	1.8421	1.8333	2.8000	1.7273	1.4737	1.8182	1.8292
Variance		.601	.600	.676	1.363	.853	.905	1.065	.374	.918	.373

**Administration & Management Section a**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	11	45.8	47.8	47.8
	2.00 Fair	10	41.7	43.5	91.3
	3.00 Good	1	4.2	4.3	95.7
	4.00 Very good	1	4.2	4.3	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		



**Administration & Management Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	8	33.3	36.4	36.4
	2.00 Fair	9	37.5	40.9	77.3
	3.00 Good	5	20.8	22.7	100.0
	Total	22	91.7	100.0	
Missing	System	2	8.3		
Total		24	100.0		

**Administration & Management Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	12	50.0	52.2	52.2
	2.00 Fair	6	25.0	26.1	78.3
	3.00 Good	5	20.8	21.7	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		

**Administration & Management Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	10	41.7	52.6	52.6
	2.00 Fair	5	20.8	26.3	78.9
	3.00 Good	2	8.3	10.5	89.5
	4.00 Very good	1	4.2	5.3	94.7
	5.00 Excellent	1	4.2	5.3	100.0
	Total	19	79.2	100.0	
Missing	System	5	20.8		
Total		24	100.0		

**Administration & Management Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	8	33.3	44.4	44.4
	2.00 Fair	6	25.0	33.3	77.8
	3.00 Good	3	12.5	16.7	94.4
	4.00 Very good	1	4.2	5.6	100.0
	Total	18	75.0	100.0	
Missing	System	6	25.0		
Total		24	100.0		

**Administration & Management Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	2	8.3	10.0	10.0
	2.00 Fair	5	20.8	25.0	35.0
	3.00 Good	8	33.3	40.0	75.0
	4.00 Very good	5	20.8	25.0	100.0
	Total	20	83.3	100.0	
Missing	System	4	16.7		
Total		24	100.0		

**Administration & Management Section g**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	12	50.0	54.5	54.5
	2.00 Fair	7	29.2	31.8	86.4
	4.00 Very good	3	12.5	13.6	100.0
	Total	22	91.7	100.0	
Missing	System	2	8.3		
Total		24	100.0		

**Administration & Management Section h**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	11	45.8	57.9	57.9
	2.00 Fair	7	29.2	36.8	94.7
	3.00 Good	1	4.2	5.3	100.0
	Total	19	79.2	100.0	
Missing	System	5	20.8		
Total		24	100.0		

**Administration & Management Section i**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Poor	11	45.8	50.0	50.0
	2.00 Fair	5	20.8	22.7	72.7
	3.00 Good	5	20.8	22.7	95.5
	4.00 Very good	1	4.2	4.5	100.0
	Total	22	91.7	100.0	
Missing	System	2	8.3		
Total		24	100.0		

**Administration Mean**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.10	1	4.2	4.2	4.2
1.20	3	12.5	12.5	16.7
1.30	2	8.3	8.3	25.0
1.40	3	12.5	12.5	37.5
1.50	1	4.2	4.2	41.7
1.60	3	12.5	12.5	54.2
1.90	2	8.3	8.3	62.5
2.00	3	12.5	12.5	75.0
2.30	1	4.2	4.2	79.2
2.40	1	4.2	4.2	83.3
2.70	2	8.3	8.3	91.7
2.90	1	4.2	4.2	95.8
3.30	1	4.2	4.2	100.0
Total	24	100.0	100.0	

**Use of Non-financial Resources Section:**

**Statistics**

	Use of Non-financial Resources Section a	Use of Non-financial Resources Section b	Use of Non-financial Resources Section c	Use of Non-financial Resources Section d	Use of Non-financial Resources Section e	Use of Non-financial Resources Section f	Use of Financial Resources Mean
N Valid	23	19	19	20	21	22	24
Missing	1	5	5	4	3	2	0
Mean	2.9130	2.5263	2.5789	2.4500	2.7143	2.2727	3.0250
Variance	.538	.596	.813	1.208	.814	.779	.391

**Use of Non-financial Resources Section a**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 2.00 Almost none of what it needs	6	25.0	26.1	26.1
3.00 Some of what it needs	14	58.3	60.9	87.0
4.00 Most of what it needs	2	8.3	8.7	95.7
5.00 All of what it needs	1	4.2	4.3	100.0
Total	23	95.8	100.0	
Missing System	1	4.2		
Total	24	100.0		

**Use of Non-financial Resources Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	2	8.3	10.5	10.5
	2.00 Almost none of what it needs	6	25.0	31.6	42.1
	3.00 Some of what it needs	10	41.7	52.6	94.7
	4.00 Most of what it needs	1	4.2	5.3	100.0
	Total	19	79.2	100.0	
Missing	System	5	20.8		
Total		24	100.0		

**Use of Non-financial Resources Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	2	8.3	10.5	10.5
	2.00 Almost none of what it needs	7	29.2	36.8	47.4
	3.00 Some of what it needs	7	29.2	36.8	84.2
	4.00 Most of what it needs	3	12.5	15.8	100.0
	Total	19	79.2	100.0	
Missing	System	5	20.8		
Total		24	100.0		

**Use of Non-financial Resources Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	5	20.8	25.0	25.0
	2.00 Almost none of what it needs	5	20.8	25.0	50.0
	3.00 Some of what it needs	6	25.0	30.0	80.0
	4.00 Most of what it needs	4	16.7	20.0	100.0
	Total	20	83.3	100.0	
Missing	System	4	16.7		
Total		24	100.0		

**Use of Non-financial Resources Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	1	4.2	4.8	4.8
	2.00 Almost none of what it needs	9	37.5	42.9	47.6
	3.00 Some of what it needs	6	25.0	28.6	76.2
	4.00 Most of what it needs	5	20.8	23.8	100.0
	Total	21	87.5	100.0	
Missing	System	3	12.5		
Total		24	100.0		

**Use of Non-financial Resources Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	4	16.7	18.2	18.2
	2.00 Almost none of what it needs	10	41.7	45.5	63.6
	3.00 Some of what it needs	6	25.0	27.3	90.9
	4.00 Most of what it needs	2	8.3	9.1	100.0
	Total	22	91.7	100.0	
Missing	System	2	8.3		
Total		24	100.0		

**Use of Non-Financial Resources Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.80	4	16.7	16.7	16.7
	2.00	6	25.0	25.0	41.7
	2.20	1	4.2	4.2	45.8
	2.30	3	12.5	12.5	58.3
	2.70	1	4.2	4.2	62.5
	2.80	1	4.2	4.2	66.7
	3.00	1	4.2	4.2	70.8
	3.30	4	16.7	16.7	87.5
	3.50	3	12.5	12.5	100.0
Total		24	100.0	100.0	

**Use of Financial Resources Section:**

**Statistics**

		Use of Non-Financial Resources Mean	Use of Financial & Other Section a	Use of Financial & Other Section b	Use of Financial & Other Section c	Use of Financial Resources Mean
N	Valid	24	23	24	24	24
	Missing	0	1	0	0	0
Mean		2.5208	2.5652	3.2500	3.2083	3.0250
Variance		.417	.711	.978	.520	.391

**Use of Financial & Other Section a**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	3	12.5	13.0	13.0
	2.00 Almost none of what it needs	6	25.0	26.1	39.1
	3.00 Some of what it needs	12	50.0	52.2	91.3
	4.00 Most of what it needs	2	8.3	8.7	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		

**Use of Financial & Other Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of what it needs	1	4.2	4.2	4.2
	2.00 Almost none of what it needs	5	20.8	20.8	25.0
	3.00 Some of what it needs	6	25.0	25.0	50.0
	4.00 Most of what it needs	11	45.8	45.8	95.8
	5.00 All of what it needs	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Use of Financial & Other Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2.00 Almost none of what it needs	3	12.5	12.5	12.5
	3.00 Some of what it needs	14	58.3	58.3	70.8
	4.00 Most of what it needs	6	25.0	25.0	95.8
	5.00 All of what it needs	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Use of Financial Resources Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2.00	3	12.5	12.5	12.5
	2.30	2	8.3	8.3	20.8
	2.70	4	16.7	16.7	37.5
	3.00	5	20.8	20.8	58.3
	3.30	3	12.5	12.5	70.8
	3.50	1	4.2	4.2	75.0
	3.70	5	20.8	20.8	95.8
	4.30	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Decision Making Section:**

**Statistics**

		Decision Making Section a	Decision Making Section b	Decision Making Section c	Decision Making Section c Reversal	Decision Making Mean
N	Valid	24	22	24	24	24
	Missing	0	2	0	0	0
Mean		2.1667	3.0909	3.5000	2.5000	2.5583
Variance		.841	.563	1.217	1.217	.686

**Decision Making Section a**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all comfortable	7	29.2	29.2	29.2
	2.00 A little uncomfortable	7	29.2	29.2	58.3
	3.00 Somewhat comfortable	9	37.5	37.5	95.8
	4.00 Very comfortable	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Decision Making Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2.00 Almost none of the time	5	20.8	22.7	22.7
	3.00 Some of the time	10	41.7	45.5	68.2
	4.00 Most of the time	7	29.2	31.8	100.0
	Total	22	91.7	100.0	
Missing	System	2	8.3		
Total		24	100.0		

**Decision Making Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 None of the time	1	4.2	4.2	4.2
	2.00 Almost none of the time	3	12.5	12.5	16.7
	3.00 Some of the time	8	33.3	33.3	50.0
	4.00 Most of the time	7	29.2	29.2	79.2
	5.00 All of the time	5	20.8	20.8	100.0
	Total	24	100.0	100.0	

**Decision Making Section c Reversal**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	5	20.8	20.8	20.8
	2.00	7	29.2	29.2	50.0
	3.00	8	33.3	33.3	83.3
	4.00	3	12.5	12.5	95.8
	5.00	1	4.2	4.2	100.0
	Total	24	100.0	100.0	



**Decision Making Mean**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.30	4	16.7	16.7	16.7
1.70	1	4.2	4.2	20.8
2.00	3	12.5	12.5	33.3
2.30	4	16.7	16.7	50.0
3.00	6	25.0	25.0	75.0
3.30	3	12.5	12.5	87.5
3.70	2	8.3	8.3	95.8
4.00	1	4.2	4.2	100.0
Total	24	100.0	100.0	

**Benefits Section:**

**Benefits Section a**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	11	45.8	45.8	45.8
1.00 Yes	13	54.2	54.2	100.0
Total	24	100.0	100.0	

**Benefits Section b**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	12	50.0	50.0	50.0
1.00 Yes	12	50.0	50.0	100.0
Total	24	100.0	100.0	

**Benefits Section c**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	15	62.5	62.5	62.5
1.00 Yes	9	37.5	37.5	100.0
Total	24	100.0	100.0	

**Benefits Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	10	41.7	41.7	41.7
	1.00 Yes	14	58.3	58.3	100.0
	Total	24	100.0	100.0	

**Benefits Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	8	33.3	33.3	33.3
	1.00 Yes	16	66.7	66.7	100.0
	Total	24	100.0	100.0	

**Benefits Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	16	66.7	66.7	66.7
	1.00 Yes	8	33.3	33.3	100.0
	Total	24	100.0	100.0	

**Benefits Section g**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	6	25.0	26.1	26.1
	1.00 Yes	17	70.8	73.9	100.0
	Total	23	95.8	100.0	
Missing	System	1	4.2		
Total		24	100.0		

**Benefits Section h**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	10	41.7	41.7	41.7
	1.00 Yes	14	58.3	58.3	100.0
	Total	24	100.0	100.0	

**Benefits Section i**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	10	41.7	41.7	41.7
1.00 Yes	14	58.3	58.3	100.0
Total	24	100.0	100.0	

**Benefits Section j**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	6	25.0	25.0	25.0
1.00 Yes	18	75.0	75.0	100.0
Total	24	100.0	100.0	

**Benefits Section k**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	16	66.7	66.7	66.7
1.00 Yes	8	33.3	33.3	100.0
Total	24	100.0	100.0	

**Drawbacks Section:**

**Drawbacks Section a**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	16	66.7	66.7	66.7
1.00 Yes	8	33.3	33.3	100.0
Total	24	100.0	100.0	

**Drawbacks Section b**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid .00 No	11	45.8	45.8	45.8
1.00 Yes	13	54.2	54.2	100.0
Total	24	100.0	100.0	

**Drawbacks Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	15	62.5	62.5	62.5
	1.00 Yes	9	37.5	37.5	100.0
Total		24	100.0	100.0	

**Drawbacks Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	3	12.5	12.5	12.5
	1.00 Yes	21	87.5	87.5	100.0
Total		24	100.0	100.0	

**Drawbacks Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	16	66.7	66.7	66.7
	1.00 Yes	8	33.3	33.3	100.0
Total		24	100.0	100.0	

**Drawbacks Section f**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No	14	58.3	58.3	58.3
	1.00 Yes	10	41.7	41.7	100.0
Total		24	100.0	100.0	

**Comparing Benefits and Drawbacks Section:**

**Statistics**

		Comparing Benefits and Drawbacks Section	Comparing Benefits and Drawbacks Category
N	Valid	24	24
	Missing	0	0
Mean		3.0833	1.9167
Variance		1.645	.862

**Comparing Benefits and Drawbacks Section**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Drawbacks greatly exceed the benefits	3	12.5	12.5	12.5
	2.00 Drawbacks exceed the benefits	6	25.0	25.0	37.5
	3.00 Benefits and drawbacks are about equal	4	16.7	16.7	54.2
	4.00 Benefits exceed the drawbacks	8	33.3	33.3	87.5
	5.00 Benefits greatly exceed the drawbacks	3	12.5	12.5	100.0
	Total	24	100.0	100.0	

**Comparing Benefits and Drawbacks Category**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	11	45.8	45.8	45.8
	2.00	4	16.7	16.7	62.5
	3.00	9	37.5	37.5	100.0
	Total	24	100.0	100.0	

**Satisfaction Section:**

**Statistics**

		Satisfaction with Aspects of SRDVT Participation Section a	Satisfaction with Aspects of SRDVT Participation Section b	Satisfaction with Aspects of SRDVT Participation Section c	Satisfaction with Aspects of SRDVT Participation Section d	Satisfaction with Aspects of SRDVT Participation Section e	Satisfaction Mean
N	Valid	24	24	24	24	24	24
	Missing	0	0	0	0	0	0
Mean		2.2083	2.2917	2.5000	2.1667	2.1667	2.2667
Variance		.955	1.172	1.391	1.101	1.014	.778

**Satisfaction with Aspects of SRDVT Participation Section a**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all satisfied	7	29.2	29.2	29.2
	2.00 A little satisfied	7	29.2	29.2	58.3
	3.00 Somewhat satisfied	8	33.3	33.3	91.7
	4.00 Mostly satisfied	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Satisfaction with Aspects of SRDVT Participation Section b**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all satisfied	7	29.2	29.2	29.2
	2.00 A little satisfied	7	29.2	29.2	58.3
	3.00 Somewhat satisfied	6	25.0	25.0	83.3
	4.00 Mostly satisfied	4	16.7	16.7	100.0
	Total	24	100.0	100.0	

**Satisfaction with Aspects of SRDVT Participation Section c**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all satisfied	6	25.0	25.0	25.0
	2.00 A little satisfied	6	25.0	25.0	50.0
	3.00 Somewhat satisfied	7	29.2	29.2	79.2
	4.00 Mostly satisfied	4	16.7	16.7	95.8
	5.00 Completely satisfied	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Satisfaction with Aspects of SRDVT Participation Section d**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all satisfied	9	37.5	37.5	37.5
	2.00 A little satisfied	4	16.7	16.7	54.2
	3.00 Somewhat satisfied	9	37.5	37.5	91.7
	4.00 Mostly satisfied	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Satisfaction with Aspects of SRDVT Participation Section e**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Not at all satisfied	8	33.3	33.3	33.3
	2.00 A little satisfied	6	25.0	25.0	58.3
	3.00 Somewhat satisfied	8	33.3	33.3	91.7
	4.00 Mostly satisfied	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Satisfaction Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	3	12.5	12.5	12.5
	1.20	2	8.3	8.3	20.8
	1.40	1	4.2	4.2	25.0
	1.60	1	4.2	4.2	29.2
	1.80	2	8.3	8.3	37.5
	2.00	2	8.3	8.3	45.8
	2.20	2	8.3	8.3	54.2
	2.60	3	12.5	12.5	66.7
	2.80	1	4.2	4.2	70.8
	3.00	1	4.2	4.2	75.0
	3.20	2	8.3	8.3	83.3
	3.40	2	8.3	8.3	91.7
	3.60	2	8.3	8.3	100.0
	Total	24	100.0	100.0	

**Demographics Section:**

**Statistics**

		Gender	Approximate Age	Partner Organization Affiliation	POAc2	Years Affiliated with SRDVT	Years Affiliated Categorized
N	Valid	24	24	24	24	19	24
	Missing	0	0	0	0	5	0
Mean		2.2500	2.5833	3.2917	2.2500	6.4293	2.5000
Variance		16.630	3.471	4.911	1.674	10.481	2.348

**Gender**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 Female	15	62.5	62.5	62.5
	1.00 Male	4	16.7	16.7	79.2
	10.00 No response	5	20.8	20.8	100.0
	Total	24	100.0	100.0	

**Approximate Age**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No response	6	25.0	25.0	25.0
	2.00 25 to 34	6	25.0	25.0	50.0
	3.00 35 to 44	3	12.5	12.5	62.5
	4.00 45 to 54	4	16.7	16.7	79.2
	5.00 55 years and above	5	20.8	20.8	100.0
	Total	24	100.0	100.0	

**Partner Organization Affiliation**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00 Spokane County Prosecutors	8	33.3	33.3	33.3
	2.00 Spokane City Prosecutors	3	12.5	12.5	45.8
	3.00 YWCA	2	8.3	8.3	54.2
	4.00 Spokane Police Department	5	20.8	20.8	75.0
	6.00 Spokane District Court	3	12.5	12.5	87.5
	7.00 Spokane Probation	3	12.5	12.5	100.0
	Total	24	100.0	100.0	

**POAc2**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	11	45.8	45.8	45.8
	2.00	2	8.3	8.3	54.2
	3.00	5	20.8	20.8	75.0
	4.00	6	25.0	25.0	100.0
	Total	24	100.0	100.0	



**Years Affiliated with SRDVT**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.16	1	4.2	5.3	5.3
	1.00	1	4.2	5.3	10.5
	3.00	2	8.3	10.5	21.1
	4.00	2	8.3	10.5	31.6
	5.00	1	4.2	5.3	36.8
	6.00	2	8.3	10.5	47.4
	7.00	2	8.3	10.5	57.9
	8.00	2	8.3	10.5	68.4
	10.00	6	25.0	31.6	100.0
	Total	19	79.2	100.0	
Missing	System	5	20.8		
Total		24	100.0		

**Years Affiliated Categorized**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00 No response	5	20.8	20.8	20.8
	1.00 Less than 1 year	1	4.2	4.2	25.0
	2.00 One to three years	3	12.5	12.5	37.5
	3.00 Four to seven years	7	29.2	29.2	66.7
	4.00 Eight to ten years	8	33.3	33.3	100.0
	Total	24	100.0	100.0	

**Empowerment Section:**

**Empowerment Mean**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.10	2	8.3	8.3	8.3
	1.20	1	4.2	4.2	12.5
	1.30	1	4.2	4.2	16.7
	1.40	1	4.2	4.2	20.8
	1.60	1	4.2	4.2	25.0
	1.70	1	4.2	4.2	29.2
	1.80	2	8.3	8.3	37.5
	2.00	4	16.7	16.7	54.2
	2.10	1	4.2	4.2	58.3
	2.20	1	4.2	4.2	62.5
	2.30	2	8.3	8.3	70.8
	2.40	1	4.2	4.2	75.0
	2.80	2	8.3	8.3	83.3
	2.90	2	8.3	8.3	91.7
	3.10	1	4.2	4.2	95.8
	3.70	1	4.2	4.2	100.0
	Total	24	100.0	100.0	

**Social Ties Section:**

**Social Ties Mean**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.00	4	16.7	16.7	16.7
1.20	4	16.7	16.7	33.3
1.40	3	12.5	12.5	45.8
1.60	2	8.3	8.3	54.2
1.80	2	8.3	8.3	62.5
2.00	3	12.5	12.5	75.0
2.40	1	4.2	4.2	79.2
2.60	2	8.3	8.3	87.5
2.80	2	8.3	8.3	95.8
3.60	1	4.2	4.2	100.0
Total	24	100.0	100.0	

## APPENDIX D

### Correlations Rank

LM*STM	0.946	0.000	EM1*EM2	0.635	0.000
EM2*SM2	0.907	0.000	SM1*UNM	0.631	0.000
EM2*LM	0.903	0.000	AM*SM2	0.620	0.001
DMM*EM2	0.876	0.000	DMM*SM1	0.620	0.001
EM2*STM	0.853	0.000	AM*DMM	0.616	0.001
DMM*UNM	0.806	0.000	EM1*STM	0.598	0.001
SM2*STM	0.793	0.000	EM1*LM	0.596	0.001
DMM*SM2	0.791	0.000	EM1*SM2	0.589	0.001
EM2*UNM	0.787	0.000	AM*UNM	0.587	0.001
LM*SM2	0.783	0.000	SM1*UFM	0.584	0.001
LM*UNM	0.741	0.000	SM1*SM2	0.551	0.003
SM2*UNM	0.730	0.000	AM*SM1	0.521	0.005
LM*SM1	0.724	0.000	DMM*EM1	0.500	0.006
STM*UNM	0.719	0.000	SM2*UFM	0.473	0.010
DMM*LM	0.714	0.000	EM1*UNM	0.458	0.012
AM*LM	0.706	0.000	STM*UFM	0.439	0.016
AM*STM	0.691	0.000	AM*UFM	0.413	0.022
AM*EM2	0.678	0.000	EM2*UFM	0.407	0.024
EM1*SM1	0.671	0.000	LM*UFM	0.407	0.024
EM2*SM1	0.662	0.000	EM1*UFM	0.399	0.027
SM1*STM	0.657	0.000	DMM*UFM	0.365	0.040
DMM*STM	0.650	0.000	AM*EM1	0.328	0.059
UFM*UNM	0.650	0.000			

	<u>Zone Mean</u>	<u>Code</u>
Financial	3.0	UFM
Synergy	2.6	SM1
Decision Making	2.6	DMM
Non financial	2.6	UNM
Efficiency	2.4	EM1
Satisfaction	2.3	SM2
Empowerment	2.1	EM2
Social Ties	1.8	STM
Admin/management	1.8	AM
Leadership	1.7	LM
 Survey Total	 2.5	

## Correlations

### Descriptive Statistics

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
LM	1.6917	.62130	24

### Correlations

		SM1	LM
SM1	Pearson Correlation	1	.724**
	Sig. (1-tailed)		.000
	N	24	24
LM	Pearson Correlation	.724**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and LM (Leadership)

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### Descriptive Statistics

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
AM	1.8292	.61040	24

### Correlations

		SM1	AM
SM1	Pearson Correlation	1	.521**
	Sig. (1-tailed)		.005
	N	24	24
AM	Pearson Correlation	.521**	1
	Sig. (1-tailed)	.005	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and AM (Administration and Management)

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### Descriptive Statistics

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
EM	2.4458	.75871	24

**Correlations**

		SM1	EM
SM1	Pearson Correlation	1	.671**
	Sig. (1-tailed)		.000
	N	24	24
EM	Pearson Correlation	.671**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and EM (Efficiency in use of Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
UNM	2.5208	.64604	24

**Correlations**

		SM1	UNM
SM1	Pearson Correlation	1	.631**
	Sig. (1-tailed)		.000
	N	24	24
UNM	Pearson Correlation	.631**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and UNM (Use of Non-financial Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
UFM	3.0250	.62502	24

**Correlations**

		SM1	UFM
SM1	Pearson Correlation	1	.584**
	Sig. (1-tailed)		.001
	N	24	24
UFM	Pearson Correlation	.584**	1
	Sig. (1-tailed)	.001	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and UFM (Use of Financial Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
SM1	2.6125	.68671	24
SM2	2.2667	.88203	24

**Correlations**

		SM1	SM2
SM1	Pearson Correlation	1	.551**
	Sig. (1-tailed)		.003
	N	24	24
SM2	Pearson Correlation	.551**	1
	Sig. (1-tailed)	.003	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between SM1 (Synergy) and SM2 (Satisfaction)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
LM	1.6917	.62130	24
AM	1.8292	.61040	24

**Correlations**

		LM	AM
LM	Pearson Correlation	1	.706**
	Sig. (1-tailed)		.000
	N	24	24
AM	Pearson Correlation	.706**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between LM (Leadership) and AM (Administration and Management)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
LM	1.6917	.62130	24
EM	2.4458	.75871	24

**Correlations**

		LM	EM
LM	Pearson Correlation	1	.596**
	Sig. (1-tailed)		.001
	N	24	24
EM	Pearson Correlation	.596**	1
	Sig. (1-tailed)	.001	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between LM (Leadership) and EM (Efficiency in use of Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
LM	1.6917	.62130	24
UFM	3.0250	.62502	24



**Correlations**

		LM	UFM
LM	Pearson Correlation	1	.407*
	Sig. (1-tailed)		.024
	N	24	24
UFM	Pearson Correlation	.407*	1
	Sig. (1-tailed)	.024	
	N	24	24

\*. Correlation is significant at the 0.05 level (1-tailed).

Correlation between LM (Leadership) and UFM (Use of Financial Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
LM	1.6917	.62130	24
UNM	2.5208	.64604	24

**Correlations**

		LM	UNM
LM	Pearson Correlation	1	.741**
	Sig. (1-tailed)		.000
	N	24	24
UNM	Pearson Correlation	.741**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between LM (Leadership) and UNM (Use of Non-financial Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
LM	1.6917	.62130	24
SM2	2.2667	.88203	24

**Correlations**

		LM	SM2
LM	Pearson Correlation	1	.783**
	Sig. (1-tailed)		.000
	N	24	24
SM2	Pearson Correlation	.783**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between LM (Leadership) and SM2 (Satisfaction)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
AM	1.8292	.61040	24
EM	2.4458	.75871	24

**Correlations**

		AM	EM
AM	Pearson Correlation	1	.328
	Sig. (1-tailed)		.059
	N	24	24
EM	Pearson Correlation	.328	1
	Sig. (1-tailed)	.059	
	N	24	24

Correlation between AM (Administration and Management) and EM (Efficiency)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
AM	1.8292	.61040	24
UFM	3.0250	.62502	24

**Correlations**

		AM	UFM
AM	Pearson Correlation	1	.413*
	Sig. (1-tailed)		.022
	N	24	24
UFM	Pearson Correlation	.413*	1
	Sig. (1-tailed)	.022	
	N	24	24

\*. Correlation is significant at the 0.05 level (1-tailed).

Correlation between AM (Administration) and UFM (Use of Financial)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
AM	1.8292	.61040	24
UNM	2.5208	.64604	24

**Correlations**

		AM	UNM
AM	Pearson Correlation	1	.587**
	Sig. (1-tailed)		.001
	N	24	24
UNM	Pearson Correlation	.587**	1
	Sig. (1-tailed)	.001	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between AM (Administration) and UNM (Use of Non-financial)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
AM	1.8292	.61040	24
SM2	2.2667	.88203	24

### Correlations

		AM	SM2
AM	Pearson Correlation	1	.620**
	Sig. (1-tailed)		.001
	N	24	24
SM2	Pearson Correlation	.620**	1
	Sig. (1-tailed)	.001	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between AM (Administration) and SM2 (Satisfaction)

---

### Descriptive Statistics

	Mean	Std. Deviation	N
EM	2.4458	.75871	24
UFM	3.0250	.62502	24
UNM	2.5208	.64604	24

### Correlations

		EM	UFM	UNM
EM	Pearson Correlation	1	.399*	.458*
	Sig. (1-tailed)		.027	.012
	N	24	24	24
UFM	Pearson Correlation	.399*	1	.650**
	Sig. (1-tailed)	.027		.000
	N	24	24	24
UNM	Pearson Correlation	.458*	.650**	1
	Sig. (1-tailed)	.012	.000	
	N	24	24	24

\* . Correlation is significant at the 0.05 level (1-tailed).

\*\* . Correlation is significant at the 0.01 level (1-tailed).

Correlation between EM (Efficiency), UFM (Use of Financial Resources), and UNM (Use of Non-Financial Resources)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
EM2	2.1042	.67790	24
SM1	2.6125	.68671	24

**Correlations**

		EM2	SM1
EM2	Pearson Correlation	1	.662**
	Sig. (1-tailed)		.000
	N	24	24
SM1	Pearson Correlation	.662**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between EM2 (Empowerment) and SM1 (Synergy)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
EM2	2.1042	.67790	24
AM	1.8292	.61040	24

**Correlations**

		EM2	AM
EM2	Pearson Correlation	1	.678**
	Sig. (1-tailed)		.000
	N	24	24
AM	Pearson Correlation	.678**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between EM2 (Empowerment) and AM (Administration)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
EM2	2.1042	.67790	24
LM	1.6917	.62130	24

**Correlations**

		EM2	LM
EM2	Pearson Correlation	1	.903**
	Sig. (1-tailed)		.000
	N	24	24
LM	Pearson Correlation	.903**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between EM2 (Empowerment) and LM (Leadership)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
EM2	2.1042	.67790	24
SM2	2.2667	.88203	24

**Correlations**

		EM2	SM2
EM2	Pearson Correlation	1	.907**
	Sig. (1-tailed)		.000
	N	24	24
SM2	Pearson Correlation	.907**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between EM2 (Empowerment) and SM2 (Satisfaction)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
EM2	2.1042	.67790	24
STM	1.7750	.70849	24

**Correlations**

		EM2	STM
EM2	Pearson Correlation	1	.853**
	Sig. (1-tailed)		.000
	N	24	24
STM	Pearson Correlation	.853**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between EM2 (Empowerment) and STM (Social Ties)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
STM	1.7750	.70849	24
SM1	2.6125	.68671	24

**Correlations**

		STM	SM1
STM	Pearson Correlation	1	.657**
	Sig. (1-tailed)		.000
	N	24	24
SM1	Pearson Correlation	.657**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between STM (Social Ties) and SM1 (Synergy)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
STM	1.7750	.70849	24
SM2	2.2667	.88203	24

**Correlations**

		STM	SM2
STM	Pearson Correlation	1	.793**
	Sig. (1-tailed)		.000
	N	24	24
SM2	Pearson Correlation	.793**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between STM (Social Ties) and SM2 (Satisfaction)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
STM	1.7750	.70849	24
LM	1.6917	.62130	24

**Correlations**

		STM	LM
STM	Pearson Correlation	1	.946**
	Sig. (1-tailed)		.000
	N	24	24
LM	Pearson Correlation	.946**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between STM (Social Ties) and LM (Leadership)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
STM	1.7750	.70849	24
AM	1.8292	.61040	24



**Correlations**

		STM	AM
STM	Pearson Correlation	1	.691**
	Sig. (1-tailed)		.000
	N	24	24
AM	Pearson Correlation	.691**	1
	Sig. (1-tailed)	.000	
	N	24	24

\*\* . Correlation is significant at the 0.01 level

Correlation between STM (Social Ties) and AM (Administration)

---

**Descriptive Statistics**

	Mean	Std. Deviation	N
DMM	2.5583	.82826	24
AM	1.8292	.61040	24
LM	1.6917	.62130	24
SM1	2.6125	.68671	24
SM2	2.2667	.88203	24
EM2	2.1042	.67790	24
STM	1.7750	.70849	24

**Correlations**

		DMM	AM	LM	SM1	SM2	EM2	STM
DMM	Pearson Correlation	1	.616**	.714**	.620**	.791**	.876**	.650**
	Sig. (1-tailed)		.001	.000	.001	.000	.000	.000
	N	24	24	24	24	24	24	24
AM	Pearson Correlation	.616**	1	.706**	.521**	.620**	.678**	.691**
	Sig. (1-tailed)	.001		.000	.005	.001	.000	.000
	N	24	24	24	24	24	24	24
LM	Pearson Correlation	.714**	.706**	1	.724**	.783**	.903**	.946**
	Sig. (1-tailed)	.000	.000		.000	.000	.000	.000
	N	24	24	24	24	24	24	24
SM1	Pearson Correlation	.620**	.521**	.724**	1	.551**	.662**	.657**
	Sig. (1-tailed)	.001	.005	.000		.003	.000	.000
	N	24	24	24	24	24	24	24
SM2	Pearson Correlation	.791**	.620**	.783**	.551**	1	.907**	.793**
	Sig. (1-tailed)	.000	.001	.000	.003		.000	.000
	N	24	24	24	24	24	24	24
EM2	Pearson Correlation	.876**	.678**	.903**	.662**	.907**	1	.853**
	Sig. (1-tailed)	.000	.000	.000	.000	.000		.000
	N	24	24	24	24	24	24	24
STM	Pearson Correlation	.650**	.691**	.946**	.657**	.793**	.853**	1
	Sig. (1-tailed)	.000	.000	.000	.000	.000	.000	
	N	24	24	24	24	24	24	24

\*\* . Correlation is significant at the 0.01 level (1-tailed).

Correlations between multiple variables...see info on description above.

---

### Descriptive Statistics

	Mean	Std. Deviation	N
DMM	2.5583	.82826	24
AM	1.8292	.61040	24
LM	1.6917	.62130	24
EM2	2.1042	.67790	24
STM	1.7750	.70849	24
UFM	3.0250	.62502	24
UNM	2.5208	.64604	24
EM	2.4458	.75871	24

### Correlations

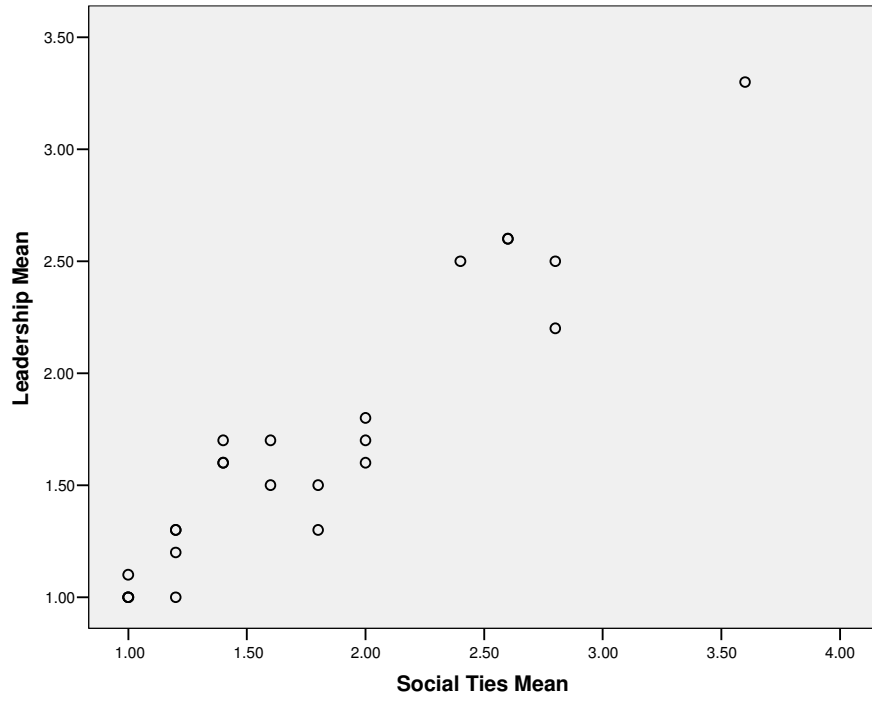
		DMM	AM	LM	EM2	STM	UFM	UNM	EM
DMM	Pearson Correlation	1	.616**	.714**	.876**	.650**	.365*	.806**	.500**
	Sig. (1-tailed)		.001	.000	.000	.000	.040	.000	.006
	N	24	24	24	24	24	24	24	24
AM	Pearson Correlation	.616**	1	.706**	.678**	.691**	.413*	.587**	.328
	Sig. (1-tailed)	.001		.000	.000	.000	.022	.001	.059
	N	24	24	24	24	24	24	24	24
LM	Pearson Correlation	.714**	.706**	1	.903**	.946**	.407*	.741**	.596**
	Sig. (1-tailed)	.000	.000		.000	.000	.024	.000	.001
	N	24	24	24	24	24	24	24	24
EM2	Pearson Correlation	.876**	.678**	.903**	1	.853**	.407*	.787**	.635**
	Sig. (1-tailed)	.000	.000	.000		.000	.024	.000	.000
	N	24	24	24	24	24	24	24	24
STM	Pearson Correlation	.650**	.691**	.946**	.853**	1	.439*	.719**	.598**
	Sig. (1-tailed)	.000	.000	.000	.000		.016	.000	.001
	N	24	24	24	24	24	24	24	24
UFM	Pearson Correlation	.365*	.413*	.407*	.407*	.439*	1	.650**	.399*
	Sig. (1-tailed)	.040	.022	.024	.024	.016		.000	.027
	N	24	24	24	24	24	24	24	24
UNM	Pearson Correlation	.806**	.587**	.741**	.787**	.719**	.650**	1	.458*
	Sig. (1-tailed)	.000	.001	.000	.000	.000	.000		.012
	N	24	24	24	24	24	24	24	24
EM	Pearson Correlation	.500**	.328	.596**	.635**	.598**	.399*	.458*	1
	Sig. (1-tailed)	.006	.059	.001	.000	.001	.027	.012	
	N	24	24	24	24	24	24	24	24

\*\* . Correlation is significant at the 0.01 level (1-tailed).

\* . Correlation is significant at the 0.05 level (1-tailed).

Correlations between multiple variables

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## APPENDIX E

## General Linear Models 2

### Univariate Analysis of Variance

#### Levene's Test of Equality of Error Variances<sup>a</sup>

Dependent Variable: Satisfaction Mean

F	df1	df2	Sig.
.702	3	20	.562

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+POAc2

#### Tests of Between-Subjects Effects

Dependent Variable: Satisfaction Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	2.203 <sup>b</sup>	3	.734	.936	.442	2.807	.218
Intercept	95.503	1	95.503	121.732	.000	121.732	1.000
POAc2	2.203	3	.734	.936	.442	2.807	.218
Error	15.691	20	.785				
Total	141.200	24					
Corrected Total	17.893	23					

a. Computed using alpha = .05

b. R Squared = .123 (Adjusted R Squared = -.008)

#### Multiple Comparisons

Dependent Variable: Satisfaction Mean

Tukey HSD

(I) POAc2	(J) POAc2	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
1.00	2.00	-.6636	.68088	.765	-2.5694	1.2421
	3.00	-.3236	.47773	.904	-1.6608	1.0135
	4.00	.3697	.44953	.843	-.8885	1.6279
2.00	1.00	.6636	.68088	.765	-1.2421	2.5694
	3.00	.3400	.74107	.967	-1.7342	2.4142
	4.00	1.0333	.72321	.497	-.9909	3.0575
3.00	1.00	-.3236	.47773	.904	-1.0135	1.6608
	2.00	-.3400	.74107	.967	-2.4142	1.7342
	4.00	.6933	.53634	.578	-.8079	2.1945
4.00	1.00	-.3697	.44953	.843	-1.6279	.8885
	2.00	-1.0333	.72321	.497	-3.0575	.9909
	3.00	-.6933	.53634	.578	-2.1945	.8079

Based on observed means.

This was a test between Satisfaction and Affiliation. there were no errors, but it was not significant as  $p = .442$ . Also between affiliations, there was not significance as  $p = .765, .904, .843, .497, \text{ and } .578$ .

## Univariate Analysis of Variance

### Levene's Test of Equality of Error Variances<sup>a</sup>

Dependent Variable: Synergy Mean

F	df1	df2	Sig.
3.833	3	20	.026

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+POAc2

### Tests of Between-Subjects Effects

Dependent Variable: Synergy Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	.231 <sup>b</sup>	3	.077	.145	.932	.435	.072
Intercept	114.272	1	114.272	215.300	.000	215.300	1.000
POAc2	.231	3	.077	.145	.932	.435	.072
Error	10.615	20	.531				
Total	174.650	24					
Corrected Total	10.846	23					

a. Computed using alpha = .05

b. R Squared = .021 (Adjusted R Squared = -.125)

### Multiple Comparisons

Dependent Variable: Synergy Mean

Tukey HSD

(I) POAc2	(J) POAc2	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
1.00	2.00	.0273	.56003	1.000	-1.5402	1.5948
	3.00	-.1727	.39294	.971	-1.2725	.9271
	4.00	-.2061	.36974	.943	-1.2409	.8288
2.00	1.00	-.0273	.56003	1.000	-1.5948	1.5402
	3.00	-.2000	.60953	.987	-1.9060	1.5060
	4.00	-.2333	.59484	.979	-1.8983	1.4316
3.00	1.00	.1727	.39294	.971	-.9271	1.2725
	2.00	.2000	.60953	.987	-1.5060	1.9060
	4.00	-.0333	.44115	1.000	-1.2681	1.2014
4.00	1.00	.2061	.36974	.943	-.8288	1.2409
	2.00	.2333	.59484	.979	-1.4316	1.8983
	3.00	.0333	.44115	1.000	-1.2014	1.2681

Based on observed means.

This was a test between Synergy and Affiliation. there were no errors, but it was not significant as  $p = .932$ . Also between affiliations, there was not significance.

## Univariate Analysis of Variance

### Levene's Test of Equality of Error Variances<sup>a</sup>

Dependent Variable: Empowerment Mean

F	df1	df2	Sig.
1.198	3	20	.336

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+POAc2

### Tests of Between-Subjects Effects

Dependent Variable: Empowerment Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	1.740 <sup>b</sup>	3	.580	1.314	.298	3.942	.296
Intercept	81.759	1	81.759	185.198	.000	185.198	1.000
POAc2	1.740	3	.580	1.314	.298	3.942	.296
Error	8.829	20	.441				
Total	116.830	24					
Corrected Total	10.570	23					

a. Computed using alpha = .05

b. R Squared = .165 (Adjusted R Squared = .039)

### Multiple Comparisons

Dependent Variable: Empowerment Mean

Tukey HSD

(I) POAc2	(J) POAc2	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
1.00	2.00	-.5318	.51075	.728	-1.9614	.8977
	3.00	-.4618	.35837	.580	-1.4649	.5412
	4.00	.2182	.33721	.915	-.7257	1.1620
2.00	1.00	.5318	.51075	.728	-.8977	1.9614
	3.00	.0700	.55590	.999	-1.4859	1.6259
	4.00	.7500	.54251	.524	-.7684	2.2684
3.00	1.00	.4618	.35837	.580	-.5412	1.4649
	2.00	-.0700	.55590	.999	-1.6259	1.4859
	4.00	.6800	.40233	.355	-.4461	1.8061
4.00	1.00	-.2182	.33721	.915	-1.1620	.7257
	2.00	-.7500	.54251	.524	-2.2684	.7684
	3.00	-.6800	.40233	.355	-1.8061	.4461

Based on observed means.

This was a test between Empowerment and Affiliation. There were no errors, but it was not significant as  $p = .296$ . Also between affiliations, there was not significance as  $p = .726, .580, .915, .355, \text{ and } .999$ .

## Univariate Analysis of Variance

### Levene's Test of Equality of Error Variances<sup>a</sup>

Dependent Variable: Satisfaction Mean

F	df1	df2	Sig.
.848	2	21	.443

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+G

### Tests of Between-Subjects Effects

Dependent Variable: Satisfaction Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	2.034 <sup>b</sup>	2	1.017	1.347	.282	2.693	.258
Intercept	102.108	1	102.108	135.206	.000	135.206	1.000
G	2.034	2	1.017	1.347	.282	2.693	.258
Error	15.859	21	.755				
Total	141.200	24					
Corrected Total	17.893	23					

a. Computed using alpha = .05

b. R Squared = .114 (Adjusted R Squared = .029)

### Multiple Comparisons

Dependent Variable: Satisfaction Mean

Tukey HSD

(I) Gender	(J) Gender	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
.00 Female	1.00 Male	-.3967	.48903	.700	-1.6293	.8360
	10.00 No response	-.7067	.44876	.278	-1.8378	.4245
1.00 Male	.00 Female	.3967	.48903	.700	-.8360	1.6293
	10.00 No response	-.3100	.58296	.857	-1.7794	1.1594
10.00 No response	.00 Female	.7067	.44876	.278	-.4245	1.8378
	1.00 Male	.3100	.58296	.857	-1.1594	1.7794

Based on observed means.

This was a test between Satisfaction and Gender. There were no errors, but it was not significant as  $p = .282$ . Also between gender, there was not significance as  $p = .700$ ,  $.857$ , and  $.278$ .



# Univariate Analysis of Variance

## Levene's Test of Equality of Error Variances

Dependent Variable: Empowerment Mean

F	df1	df2	Sig.
1.271	2	21	.301

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+C9b

## Tests of Between-Subjects Effects

Dependent Variable: Empowerment Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Partial Eta Squared	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	4.926 <sup>b</sup>	2	2.463	9.164	.001	.466	18.328	.954
Intercept	82.503	1	82.503	306.983	.000	.936	306.983	1.000
C9b	4.926	2	2.463	9.164	.001	.466	18.328	.954
Error	5.644	21	.269					
Total	116.830	24						
Corrected Total	10.570	23						

a. Computed using alpha = .05

b. R Squared = .466 (Adjusted R Squared = .415)

## Multiple Comparisons

Dependent Variable: Empowerment Mean

Tukey HSD

(I) Comparing Benefits and Drawbacks Category	(J) Comparing Benefits and Drawbacks Category	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
1.00	2.00	.6568	.30269	.100	-.1061	1.4198
	3.00	.9818*	.23301	.001	.3945	1.5691
2.00	1.00	-.6568	.30269	.100	-1.4198	.1061
	3.00	.3250	.31153	.559	-.4602	1.1102
3.00	1.00	-.9818*	.23301	.001	-1.5691	-.3945
	2.00	-.3250	.31153	.559	-1.1102	.4602

Based on observed means.

\*. The mean difference is significant at the .05 level.

This was a test between Empowerment and Benefits Comparison. There were no errors, but it was significant as  $p = .001$ . Also between benefits/drawbacks, there was significance between groups 1 and 3, which  $p = .001$ .

# Univariate Analysis of Variance

## Levene's Test of Equality of Error Variances

Dependent Variable: Decision Making Mean

F	df1	df2	Sig.
.145	2	21	.865

Tests the null hypothesis that the error variance of the dependent variable is equal across groups.

a. Design: Intercept+C9b

## Tests of Between-Subjects Effects

Dependent Variable: Decision Making Mean

Source	Type III Sum of Squares	df	Mean Square	F	Sig.	Partial Eta Squared	Noncent. Parameter	Observed Power <sup>a</sup>
Corrected Model	3.707 <sup>b</sup>	2	1.853	3.224	.060	.235	6.448	.551
Intercept	129.264	1	129.264	224.866	.000	.915	224.866	1.000
C9b	3.707	2	1.853	3.224	.060	.235	6.448	.551
Error	12.072	21	.575					
Total	172.860	24						
Corrected Total	15.778	23						

a. Computed using alpha = .05

b. R Squared = .235 (Adjusted R Squared = .162)

## Multiple Comparisons

Dependent Variable: Decision Making Mean

Tukey HSD

(I) Comparing Benefits and Drawbacks Category	(J) Comparing Benefits and Drawbacks Category	Mean Difference (I-J)	Std. Error	Sig.	95% Confidence Interval	
					Lower Bound	Upper Bound
1.00	2.00	.2773	.44269	.807	-.8385	1.3931
	3.00	.8606*	.34078	.050	.0016	1.7196
2.00	1.00	-.2773	.44269	.807	-1.3931	.8385
	3.00	.5833	.45561	.421	-.5651	1.7317
3.00	1.00	-.8606*	.34078	.050	-1.7196	-.0016
	2.00	-.5833	.45561	.421	-1.7317	.5651

Based on observed means.

\*. The mean difference is significant at the .05 level.

This was a test between Decision Making and Benefits Comparison. There were no errors, and it was very slightly significant as  $p = .060$ . Also between benefits, there was significance between groups 1 and 3, which  $p = .050$ .

For Affiliations, the groups were made smaller to have a better chance of comparison. The recoded POAc2 is as follows:

1.00	Spokane County Prosecutors	to	1.00
2.00	Spokane City Prosecutors	to	1.00
3.00	YWCA	to	2.00
4.00	Spokane Police Department	to	3.00
5.00	Spokane Sheriff Department	to	3.00
6.00	Spokane District Court	to	4.00
7.00	Spokane Probation	to	4.00

For the recoding of the Comparing Benefits and Drawbacks question, c9b, the values were included as follows:

1.00	D greatly exceeds B	to	1.00
2.00	D exceeds B	to	1.00
3.00	B and D are equal	to	2.00
4.00	B exceeds D	to	3.00
5.00	B greatly exceeds D	to	3.00

## APPENDIX F

## Reliability Analysis Output

### Reliability Synergy

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	24	100.0
	Excluded <sup>a</sup>	0	.0
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.888	8

### Reliability Leadership

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	24	100.0
	Excluded <sup>a</sup>	0	.0
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.923	10

## Reliability

### Efficiency

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	23	95.8
	Excluded <sup>a</sup>	1	4.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.798	3

## Reliability

### Administration

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	11	45.8
	Excluded <sup>a</sup>	13	54.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.881	9

## Reliability

### Use of Non-financial

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	14	58.3
	Excluded <sup>a</sup>	10	41.7
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.850	6

## Reliability

### Use of Financial

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	23	95.8
	Excluded <sup>a</sup>	1	4.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.548	3

## Reliability

### Decision Making

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	22	91.7
	Excluded <sup>a</sup>	2	8.3
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.854	3

## Reliability

### Benefits

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	23	95.8
	Excluded <sup>a</sup>	1	4.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.825	11



## Reliability

### Disadvantages

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	24	100.0
	Excluded <sup>a</sup>	0	.0
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.848	6

## Reliability

### Satisfaction

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	24	100.0
	Excluded <sup>a</sup>	0	.0
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.888	5

## Reliability

### Use of Financial (excluding F7a)

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	24	100.0
	Excluded <sup>a</sup>	0	.0
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.768	2

## Reliability

### Use of Financial (excluding F7b)

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	23	95.8
	Excluded <sup>a</sup>	1	4.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha	N of Items
.546	2

## Reliability

### Use of Financial (excluding F7c)

#### Warnings

The space saver method is used. That is, the covariance matrix is not calculated or used in the analysis.

#### Case Processing Summary

		N	%
Cases	Valid	23	95.8
	Excluded <sup>a</sup>	1	4.2
	Total	24	100.0

a. Listwise deletion based on all variables in the procedure.

#### Reliability Statistics

Cronbach's Alpha <sup>a</sup>	N of Items
-.215	2

a. The value is negative due to a negative average covariance among items. This violates reliability model assumptions. You may want to check item codings.

## APPENDIX G

**Report**

Partner Organization Affiliation 2		Decision Making Mean	Administra tion Mean	Efficiency Mean	Empowerm ent Mean	Leadership Mean
1.00 Prosecutors	Mean	2.4455	1.8364	2.3000	2.0182	1.6273
	N	11	11	11	11	11
	Std. Deviation	.72438	.50055	.79246	.57414	.44066
	Std. Error of Mean	.21841	.15092	.23894	.17311	.13286
	Variance	.525	.251	.628	.330	.194
2.00 Advocates	Mean	3.3500	2.0500	2.7000	2.5500	2.1000
	N	2	2	2	2	2
	Std. Deviation	.49497	.91924	1.41421	.35355	.70711
	Std. Error of Mean	.35000	.65000	1.00000	.25000	.50000
	Variance	.245	.845	2.000	.125	.500
3.00 Law Enforcement	Mean	3.0600	2.1200	2.6000	2.4800	1.9000
	N	5	5	5	5	5
	Std. Deviation	.71972	.96540	.83367	.91488	.99750
	Std. Error of Mean	.32187	.43174	.37283	.40915	.44609
	Variance	.518	.932	.695	.837	.995
4.00 Courts	Mean	2.0833	1.5000	2.5000	1.8000	1.5000
	N	6	6	6	6	6
	Std. Deviation	.91742	.25298	.57966	.64187	.57271
	Std. Error of Mean	.37454	.10328	.23664	.26204	.23381
	Variance	.842	.064	.336	.412	.328
Total	Mean	2.5583	1.8292	2.4458	2.1042	1.6917
	N	24	24	24	24	24
	Std. Deviation	.82826	.61040	.75871	.67790	.62130
	Std. Error of Mean	.16907	.12460	.15487	.13838	.12682
	Variance	.686	.373	.576	.460	.386

**Report**

Partner Organization Affiliation 2		Synergy Mean	Satisfaction Mean	Social Ties Mean	Use of Financial Resources Mean	Use of Non-Financial Resources Mean
1.00 Prosecutors	Mean	2.5273	2.2364	1.8364	3.0364	2.5545
	N	11	11	11	11	11
	Std. Deviation	.52932	.84294	.59879	.75667	.67136
	Std. Error of Mean	.15960	.25416	.18054	.22814	.20242
	Variance	.280	.711	.359	.573	.451
2.00 Advocates	Mean	2.5000	2.9000	2.0000	2.6500	2.8000
	N	2	2	2	2	2
	Std. Deviation	.42426	.42426	.84853	.91924	.70711
	Std. Error of Mean	.30000	.30000	.60000	.65000	.50000
	Variance	.180	.180	.720	.845	.500
3.00 Law Enforcement	Mean	2.7000	2.5600	1.9200	3.0800	2.5200
	N	5	5	5	5	5
	Std. Deviation	.67823	1.05262	1.13666	.42661	.71204
	Std. Error of Mean	.30332	.47074	.50833	.19079	.31843
	Variance	.460	1.108	1.292	.182	.507
4.00 Courts	Mean	2.7333	1.8667	1.4667	3.0833	2.3667
	N	6	6	6	6	6
	Std. Deviation	1.07641	.89144	.50067	.52313	.67132
	Std. Error of Mean	.43944	.36393	.20440	.21357	.27406
	Variance	1.159	.795	.251	.274	.451
Total	Mean	2.6125	2.2667	1.7750	3.0250	2.5208
	N	24	24	24	24	24
	Std. Deviation	.68671	.88203	.70849	.62502	.64604
	Std. Error of Mean	.14017	.18004	.14462	.12758	.13187
	Variance	.472	.778	.502	.391	.417