

COLLABORATION AMONG FEDERAL MANAGERS: ADMINISTRATIVE
CONJUNCTION IN FAITH BASED AND COMMUNITY INITIATIVES

by

MICHAEL SIMMONS

Presented to the Faculty of the Graduate School of
The University of Texas at Arlington in Partial Fulfillment
of the Requirements
for the Degree of

DOCTOR OF PHILOSOPHY

THE UNIVERSITY OF TEXAS AT ARLINGTON

December 2008

Copyright © by James Michael Simmons 2008

All Rights Reserved

ACKNOWLEDGEMENTS

No project of this magnitude could ever be completed without debt. In my case, the debt is not financial, but rather to the many people who helped me reach this point and supported me during the process. I owe a debt to my committee: My chair, Dr. Edith Barrett, whose patience and perseverance were a main source of encouragement to me; Dr. Richard Cole served as a steady hand of advice during the process; and I owe Dr. Alejandro Rodriguez much for taking the time and interest to get me through comprehensive exams and to introduce me to the work of H. George Frederickson and other great scholars of public administration.

I also owe great debt to Dr. John Buskey and Dr. Dennis M. Anderson, my Marshall University colleagues and friends who encouraged me to pursue the doctoral degree. To my Washington, D.C. crew – Patrick Miller and David Avella – without their friendship and hospitality I would never have completed my research. To Greg Morris for his unwavering support of my research with the FBCI and for his friendship despite of it. I owe much to teachers and scholars who probably never knew they had an impact – Herb Brooks and Bob Harrison from Bluefield High School, Tom Peake, Bill Wade, Tom Schroeder and Katie Vandebroke at King College; Deil Wright and Jack Vogt at UNC-Chapel Hill. I also owe great debt to my colleagues and friends at Texas Woman's University – particularly Colleen Ferguson and Dr. Lynda Murphy, plus the four Provosts for whom I've worked – Dr. Lois Smith, Dr. Cheryl Samuels, Dr. Carolyn Gunning, and Dr. Kay Clayton – all of whom have been exceedingly gracious in their support of my efforts.

I also wish to thank my parents, Larry and Ann Simmons, for the love of books and learning they instilled in me at an early age.

I owe much to my UTA colleagues, Dr. Larry Watson and Rich Weber, who were strong partners in helping me get through this process. Without their support and encouragement I would have stopped several times.

I owe no one more than my family. My wife Lisa and my son Max were involved in the decision process and supporting me from the day we decided to move to Texas and pursue the goal of obtaining the doctorate. My sons Jake and Michael were happy additions to the family during my doctoral process. Hardly any of us remember life before the doctorate, but together we have all completed the work! Any success I have as a result of completing this degree is a better reflection of their love and support than of my own skills.

“Trust in the Lord with all your heart. Lean not onto your own understanding. In all your ways acknowledge Him and He will direct your path.” Proverbs 3: 5, 6

December 5, 2008

ABSTRACT

ADMINISTRATIVE CONJUNCTION IN FAITH BASED AND COMMUNITY INITIATIVES: COLLABORATION AMONG FEDERAL MANAGERS

James Michael Simmons, PhD.

The University of Texas at Arlington, 2008

Supervising Professor: Edith Barrett

The role of government is less clear than ever in an increasingly complex world. As a result, working in government has also become more challenging. In this information driven society, government workers are asked to solve a variety of complicated problems using collaboration and networking skills. These skills help navigate within their own agency, across jurisdictions, or through the public policy partnerships with non- profit and private organizations. In general, the field of public administration faces the challenges of what Frederickson (H. G. Frederickson, 1999) calls a disarticulated state in which boundaries become less important and collaboration becomes the main method of work.

Important informal relationships among public administrators are important. Patterns of voluntary, collaborative behavior can be identified. A key question is how public administrators relate to one another in a complex networked environment. This dissertation examines relationships between managers in public organizations and explores the breadth and depth of these relationships upon how administrators function in their public work. I examine federal agencies involved in the Faith Based and Community

Initiative (FBCI) using data from qualitative interviews using a case study methodology. The work is presented within the context of the broad traditions of traditional intergovernmental relations, plus the more recent conceptualizations of public networks and collaboration. This study finds collaboration, expressed as administrative conjunction, is present in the FBCI. The importance of center-to-center collaboration is less than predicted, but other forms of collaboration are shown to be more important.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	iii
ABSTRACT	iv
LIST OF ILLUSTRATIONS	x
LIST OF TABLES.....	xi
Chapter	Page
1. INTRODUCTION.....	1
1.1 Research Issue: Advancing Theory by Examining Practice	2
1.2 Focus.....	3
1.3 Faith Based and Community Initiatives.....	4
1.4 Summary of Chapters	5
2. CONCEPTUAL FRAMEWORK.....	7
2.1 Introduction.....	7
2.2 Complex Nature of Networked Public Administration	9
2.3 Intergovernmental Relations (IGR)	13
2.4 Federalism.....	15
2.5 Relationships: Federalism, Networks, Collaboration	16
2.6 Networks: Relationships in the Public Environment.....	19
2.7 Collaboration	23
2.8 Administrative Conjunction.....	25
2.8.1 The Administrative Actor.....	26
2.9 Summary	28
3. FAITH BASED COMMUNITY INITIATIVES	32

3.1	Background and History	34
3.2	Opposition and Criticism of FBCI	37
3.3	Funding and Organization of the FBCI	39
3.4	Evaluation and Research	40
4.	METHOD	43
4.1	Introduction.....	43
4.2	Case Study Protocol: Components of Case Study	44
	Research Design.....	44
4.3	Research Question.....	44
4.4	Unit of Analysis.....	45
4.5	Theoretical Propositions.....	45
	4.5.1 Exploring the relationships: Administrative Conjunction as Collaboration	45
	4.5.2 Antecedents and conditions: Context of Collaboration	46
	4.5.3 Behaviors and Activities	46
4.6	Questions and Data Collection	48
	4.61 Guided Conversations and Data Collection.....	48
4.7	Sample	51
4.8	Procedures	52
	4.81 Instruments, Data and Procedures	52
4.9	Protection for Human Services	53
4.10	Reporting	54
4.11	Data Analysis	55
4.12	Other Data of Interest	55
4.13	Role of the Researcher	56
4.14	Interviewer Bias	57
4.15	Importance of the Research	58
5.	FINDINGS: ADMINISTRATIVE CONJUNCTION IN THE FBCI	60

5.1	Introduction	60
5.2	Collaboration: Internal and External	60
5.2.1	Directional relationships	62
5.3	External Collaborations – FBCI center-to-FBCI center	61
5.3.1	How much external collaboration occurs?	61
5.3.2	When (under what situations) does external collaboration occur?	62
5.3.2.1	Collaboration occurs when there is a specific need	63
5.3.2.2	Collaboration occurs when there is an incentive	64
5.3.2.3	Collaboration occurs when it is efficient	65
5.3.3	Who is more or less likely to collaborate?	65
5.3.4	What is the role of the White House FBCI office in center-to-center collaboration?	67
5.4	Internal Collaborations – Within Cabinet Agencies	70
5.4.1	How much internal collaboration occurs?	70
5.4.2	When (under what situations) does internal collaboration occur?	74
5.4.3	Who is more or less likely to collaborate?	75
5.4.4	Role of Agency Head	77
5.5	Summary	78
5.5.1	Why are some better at collaboration?	79
6.	SUMMARY	81
6.1	Review of study purpose	81
6.2	Key Findings	81
6.3	Implications for Policy	84
6.4	Limitations	86
6.5	Discussion of Challenges	87

6.6	Implications for Theory	89
6.7	Implications for Future Research	91
6.8	Summary and Reflection	93

APPENDIX

A.	FBCI CENTER INTERVIEW QUESTIONS	95
B.	LIST OF FBCI FEDERAL AGENCIES.....	98
C.	ORAL CONSENT STATEMENT ACKNOWLEDGED AND RECORDED AT BEGINNING OF FBCI FEDERAL CENTER STAFF INTERVIEWS	100
D.	LETTER TO WHITE HOUSE FBCI DIRECTOR	101
E.	LETTER TO FBCI AGENCY DIRECTORS	104
F.	FREDERICKSON'S THEORY OF ADMINISTRATIVE CONJUNCTION.....	106
G.	REPRESENTING THEORETICAL CONSTRUCTS AND DATA COLLECTION	109
	REFERENCES.....	113
	BIOGRAPHICAL INFORMATION.....	121

LIST OF ILLUSTRATIONS

Figure		Page
2.1	Components of the Conceptual Framework	8
2.2	Relationship and Collaboration Possibilities for FBCI Centers	31
3.1	FBCI Federal Centers	32
3.2	FBCI Organizations at all levels	33
5.1	FBCI Chart of big-picture issues	64
5.2	Internal Collaborations – FBCI	72
5.3	Potential and Identified Internal Collaborators by FBCI Agency	74
5.4	Actual to Potential Internal Collaborators by FBCI Agency	74
6.1	Potential Dimensions of Collaboration	85

LIST OF TABLES

Table		Page
3.1	Agency Centers for Faith Based and Community Initiatives.....	40
4.1	Administrative Conjunction: Theory to Practice	47
4.2	Summary of Background Information for Research Participants	53
6.1	Administrative Conjunction – Operation and Practice	83

CHAPTER 1

INTRODUCTION

We must heed the growing consensus across America that successful government social programs work in fruitful partnership with community-serving and faith-based organizations – whether run by Methodists, Muslims, Mormons, or good people of no faith at all.
(Bush, 2006)

Public managers must work together to solve thorny public policy problems and to accomplish the goals of public service. There is no convenient shortcut to avoiding the importance of these relationships. The environment has changed, so public managers need new skills to succeed. From boundary spanners (Daft, 1989) to collaborative capacity builders (Weber & Khademian, 2008), individual public administrators must find a way to work with one another effectively. This is the most important skill.

Public administration scholarship has long acknowledged the importance of inter-organizational relationships in public service. Much of the existing research on public sector relationships focuses on relationships between organizations - the federal government and state governments, or between state governments, local governments, and non-governmental organizations or upon the complex combination of federal, state, local and non-governmental relationships (Agranoff, 2003). As a result, there exists important and robust work in intergovernmental relations that has expanded into the study of related topics like networks and collaboration.

This dissertation moves in a slightly different direction by focusing on the relationships between and among individuals who act on behalf of public sector organizations. Public administrators are administrative “actors” who represent their organizations (Shafritz, Russell, & Borick, 2007). This interpersonal perspective provides the most basic and compelling way to understand collaboration between public

managers. Interpretations “based on life experience, cultural heritage, and other influences” are critical to “joining human actors in a shared purpose” (Grubbs, 2000). The bottom line is that all relationships in public service begin one individual at a time.

1.1 Research Issue: Advancing Theory by Examining Practice

The purpose of this dissertation is to examine public management collaboration through the lens of theory by exploring the depth, breadth, and impact of collaboration between individual managers. This research asks: How do public administrators relate to one another in a complex networked environment?

This dissertation studies the relationships and affiliations of managers in the Bush Administration’s Faith Based and Community Initiative. In-depth qualitative interviews with collaborators provides an effective and descriptive case study to shed light on what collaboration looks like at the senior levels of the federal government.

Collaboration is a timely topic. Assertions about collaborative and networked behavior are plentiful in the recent literature and scholarship of public administration. (Agranoff, 2003; Agranoff, 2006a; Agranoff, 2007; Berry et al., 2004; H. G. Frederickson & Matkin, 2005; Keast, Mandell, Brown, & Woolcock, 2004b; H. B. Milward & Provan, 2004; Newland, 2006; Provan, Fish, & Sydow, 2007). Recent conference presentations and journal publications indicate ongoing interest in the topic from a theoretically challenging perspective (O’Leary, Gerard, & Bingham, 2006) with a new emphasis placed on understanding and measuring the reality and impact of collaborative behavior (Thomson & Perry, 2006a). Agranoff and McGuire are candid when they ask whether public networks can perform and if so, how do we know. (R. Agranoff & McGuire, 2003). My work is timely because there is a need for more research on these topics. O’Toole et al. call for further study of networked, collaborative relationships in the public setting.

"While there is considerable consensus on the importance of intergovernmental management for the performance of many public programs, theoretical work has been slow to develop, and systematic empirical research on the topic has been rare." (O'Toole & Meier, 2004a).

1.2 Focus

The first focus was to find an appropriate lens through which to view collaboration. The conceptual framework of this dissertation rests upon George Frederickson's idea of administrative conjunction, which is defined as the "array and character of horizontal formal and informal association between actors representing units in a networked public, and the administrative behavior of those actors" (H. G. Frederickson, 1999). Frederickson argued for a "repositioning" of public administration due to a disarticulated state in which public work is carried out by increasingly complex networks of non-public organizations. This disarticulation phenomenon is synonymous with increasingly fragmented government structures. The resulting decline in "salience of jurisdictions" means that the actions of like-minded professionals who voluntarily choose to collaborate are critically important in understanding how the public sector operates in a more complex environment (H. G. Frederickson, 1999). Administrative conjunction is at its core public managers managing their relationships with one another.

The second focus was to use the lens to conduct research. Frederickson proposed that conjunction occurs when administrators have similar professional expertise and interest instead of when they have a formal mandate to cooperate. Within this informal and non-directed activity proactive interaction occurs. Whether centered on a policy area or a specific activity, personal relationships and professional affiliations sometimes cause managers to reach across agency boundaries and work toward larger goals. However, collaborative behavior is not formulaic. It is not guaranteed. In fact, Frederickson acknowledges that sometimes, political battles, interpersonal conflicts, or lack of time and energy can derail collaboration (H. G. Frederickson, 1999). This

research employs a case study method to explore how a small, but important group of like-minded individuals maintains relationships with one another to overcome agency and jurisdictional barriers in pursuit of goals.

This research is also the first attempt to expand the study of administrative conjunction to the federal level. Previous research related to administrative conjunction has been conducted at the metropolitan level (H. G. Frederickson & Matkin, 2005; Wood, 2004a), but Frederickson and Smith call for a useful explanation and understanding of the “government-society” relationship at both state and federal level (K. B. Smith & Frederickson, 2003). Thus in this dissertation, administrative conjunction will be operationalized as the informal relationships between public administrators in similar directive positions.

1.3 Faith Based and Community Initiatives

FBCI...will have lead responsibility in the executive branch to establish policies, priorities, and objectives for the Federal Government's comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations to the extent permitted by law.
(Executive Order 13199).

President Bush indicated the intent of his administration to prioritize the FBCI as a domestic policy initiative when he issued the executive orders to establish programs in executive agencies. “FBCI...will have lead responsibility in the executive branch to establish policies, priorities, and objectives for the Federal Government's comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations to the extent permitted by law.” (Order 13199) The White House Office of Faith Based and Community Initiatives is the coordinating agent and serves as the policy lead for eleven federal agencies. FBCI organizations and staff have been established in these agencies that have established FBCI centers. Created in 2001 by President Bush’s Executive Order 13199, the initiative expanded to state and local governments. There are now thirty-five states and over a hundred other government entities with FBCI-type offices of varying sizes, budgets and organizational structures.

“FBCI...will have lead responsibility in the executive branch to establish policies, priorities, and objectives for the Federal Government's comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations to the extent permitted by law.” (Order 13199)

The FBCI is of interest because presented an excellent opportunity to examine multiple dimensions of collaboration at the federal level. It has a unique interagency structure in which collaboration is easily studied. It was important to select a case study in which the stakes were high and the public pressure was more intense because the choices to collaborate were deliberate and would not be taken lightly by participants.

FBCI is one of five Presidential Management Agenda (PMA) items, which is indicative of the relative high priority of the initiative for the Bush administration. (*Results.gov PMA scorecards*) PMA items represent policy or management goals of the Bush administration. The initiative was an early priority for the administration with political and philosophical emphasis placed upon the FBCI as part of the “compassionate conservatism” agenda (Olasky, 2000) during the 2000 presidential campaign as well as the Texas gubernatorial terms of then-governor Bush.

1.4 Summary of Chapters

Chapter Two – Conceptual Framework: This chapter discusses relationships in a networked environment, which are the key unit of analysis for this case study. This section of the dissertation also discusses the context of networks, collaboration, and intergovernmental relations as theoretical constructs and bodies of research on which this dissertation is based. This chapter also introduces the concept of administrative conjunction as one way of understanding horizontal actor-to-actor relationships and begins to make the case for extension of this theory to horizontal relationships in the federal government. It identifies the theoretical concepts of collaboration in

administrative conjunction, which are then used as the basis for the research design and data collection in this dissertation.

Chapter Three – Faith Based and Community Initiatives: This section of the dissertation discusses the Faith Based and Community Initiatives by providing the historical background of the initiative and a summary of the descriptive and evaluative literature related to FBCI.

Chapter Four – Methods: Moving from theory to practice – this qualitative case study analysis of the FBCI contains the methodological outline of the research. It includes challenges of this research and provides a summary of the steps and methods used to collect and assess data. It also presents the data collection strategies and issues, including a discussion of the operational definitions that move the research from theoretical construct to systematic research.

Chapter Five – Findings: This chapter presents the findings from the research interviews, surveys and other data collection efforts.

Chapter Six – Discussion: This chapter concludes the dissertation by providing summary information and conclusions as well as implication for theory and practice.

CHAPTER 2

CONCEPTUAL FRAMEWORK

2.1 Introduction

For social services to work with transparent government and the more agencies can collaborate, the more resources they can be for the faith based organizations. I believe we are all part of same team. We must work together to insure that happens.
(Bush, 2005)

There is a growing realization that one of the biggest challenges for contemporary governments centers on resolving highly complex and intractable social problems, such as poverty, unemployment, homelessness, drug abuse, and social dislocation that continue to plague many communities despite concerted efforts (Keast, Mandell, Brown, & Woolcock, 2004a). As the problems grow larger, it appears that “working together” in networked collaboration is an increasingly important practice. Relevant examples of this type of thinking include Thurmaier and Wood’s (K. Thurmaier & Wood, 2002a) study of the use of interlocal agreements as a framework for understanding complex social problems and the Keast and Brown (2004) study of interdepartmental networks focusing on coordination and cooperation as the basis for solving problems of service provision. Intergovernmental relations, networks and collaboration are terms summarizing broad sets of research and literature that are mostly concerned with “working together”.

"An increasing number of social scientists argue that the political systems in the Western world are in a process of transformation. The political systems slowly and gradually change from hierarchically organized, unitary systems of government that govern by means of law, rule and order, to more horizontally organized and relatively

fragmented systems of governance that govern through the regulation of self-regulating networks” (Sorensen & Sorensen, 2002). Contemporary discussions about public administration must be had in the context of networks and collaboration. Peters and Pierre (Peters B.G. & Pierre J., 2001) stress the increasing relevance of self-organizing networks, while Scharpf calls the current situation networking “in the shadow of hierarchy” (Scharpf, 1994). The central task of public managers becomes managing networks of organizations from all sectors instead of managing hierarchies (H. B. Milward & Provan, 2003). This chapter will outline some of the key scholarship related to the changing tasks and requirements of public management in the context of complex problems and increasing demands for collaboration.

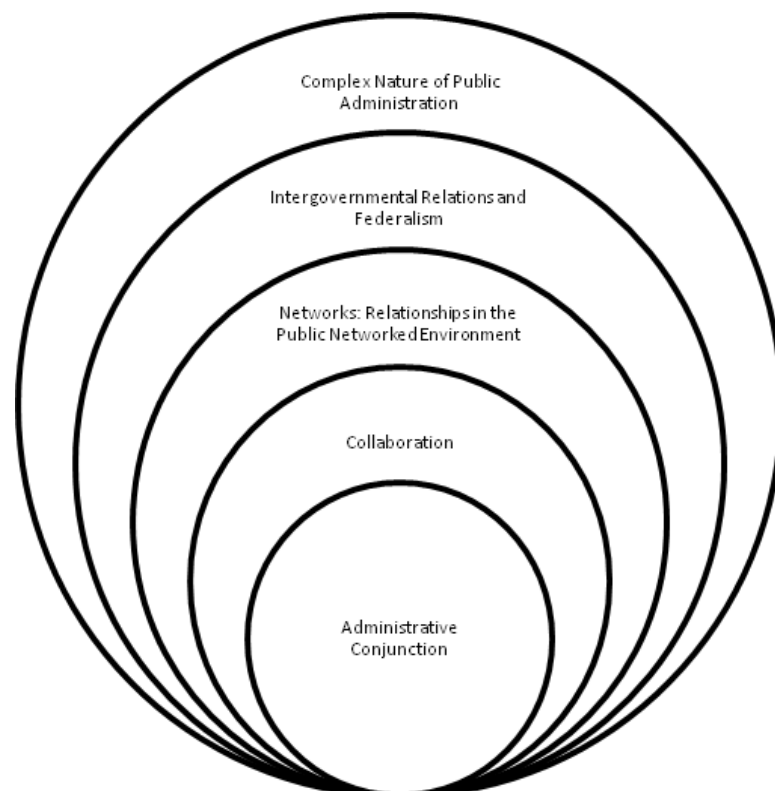


Figure 2.1 Components of the Conceptual Framework

2.2 Complex Nature of Networked Public Administration

Public problems are increasingly complex because they usually cross local, regional, state or national boundaries and often affect millions of citizens. Issues like the economy are usually unstructured, crosscutting and relentless (Weber & Khademian, 2008). In some regards, the problems are “wicked” (Rittel, H and M. Webber, 1973), like poverty and homelessness, which means they are not likely to be solved. These complex problems can only be managed. As a result, the role of public managers transforms into managing wicked problems. This most often requires collaborative networking strategies that allow individuals and single organizations to share the burden. This is important for the public sector because when governments cannot solve these “wicked” problems, citizens begin to question the legitimacy of government and their level of trust is more likely to decline.

There are valid reasons for public managers to collaborate. Citizen reactions to how government should address wicked problems are widespread, but tend to fall in two main, but different, directions. Nowhere is this debate better illustrated than the United States’ 2008 fiscal crisis that pits those who argue for more government action and intervention against those who argue for less of it. For a large number of citizens, when governments cannot solve problems, alternative solutions (non-governmental, private or other) are sometimes seen as the best option. These are often categorized as free-market, libertarian or limited government solutions. These citizens see government less as a final solution and more as potential partners toward solution. Yet for other citizens, government is expected to play a stronger role in solving complex problems. The expected result would be regulatory, fiscal or authority actions taken by the public sector. The latter is more focused on the government leading toward a problem solution, while the former view focuses on a non-governmental solution. However, both of these viewpoints assume there is a strong incentive for public organizations to collaborate instead of competing, to work together instead of trying to solve problems on their own.

Imperial (2001) suggests two rationales for public collaborative activities - self-interest and moral obligation. These rationales appear at first to be diametrically opposed, but actually represent both ends of a motivational spectrum for why public administrators would tend to collaborate. Often, collaborators have mutual self-interests. The problems in the public policy environment have evolved to a level of complexity such that even those who ascribe to the less-government, incentive, and market-based philosophy of government must acknowledge that various types of collaboration often represent the most rational approach to achieving desired outcomes. Regardless of citizen views, it is clear that more and more public managers are acknowledging the need to work together in order to try to solve society's difficult issues (Weber & Khademian, 2008).

The new landscape thus presents challenges for the public administrator. Set against the traditional values of public administration like effectiveness, efficiency, and administrative neutrality (Simon, 1946; Waldo, 1948), the increasingly complex nature of administration in the public sector seems to cast shadows upon these traditions. Measuring effectiveness is more difficult in networked, multi-sector administration. Efficiency is not necessarily achieved identified when public purposes are contracted out through complex networks. Administrative neutrality is not straightforward because public policy is administered by third parties who may be perceived to have self-interest or other motivations regarding their assigned roles – particularly if they are perceived to be acting in self-interest to maintain lucrative government contracts or funding.

Public management also faces the issue of how to define the term *public*. As this dissertation has pointed out, the lines between public, private and non-governmental entities have become unclear as government issues third-party contracts to performed many of the functions and tasks that were previously performed or managed directly by federal, state or local government employees.

In the past, public purpose was more narrowly associated with the activities of government, but now that barriers between public and private are "fuzzy" (Bozeman,

1987) and distinctions between jurisdictions (political and geographical) are less clear, it becomes more difficult to understand public purpose and to determine who is responsible for achieving it. Conceptualizations of the public interest have always been difficult to pin down (Herring, 1936) so this research accepts Kettl's proposition that public purpose is better stated as "public serving", and that it must encompass the actions of government, plus the vast universe of non-governmental, quasi-governmental organizations (D. F. Kettl, 1993a).

If public responsibilities are shared across organizational lines, it becomes more difficult, but not impossible, to hold someone or some organization accountable for the results (D. F. Kettl, 2006). In the end, the government can still be held accountable in its role of "manager". The complex processes of intergovernmental management and collaboration bring additional requirements for participation and input - and thus a different kind of accountability for process, if not for results.

Public administration requires a new way of thinking, or even a "rethinking" (Peters & Pierre, 1998a). Networks, markets, and partnerships have become the distinguishing features of the new thinking. Hierarchy, control and structure are less important now than in the past. Newland (Newland, 2006) calls the current situation "post-hierarchical", meaning that the traditional command and control accountability structure no longer applies. While these traditional notions of bureaucracy still exist, it appears that the constitutional-based administrative structure of government is now only one part of an overall collaboration network or sets of networks. The re-thinking challenge to public administrators is to figure out how the structure of government fits with the networks outside of government to achieve collaborative goals. "Boundary based solutions are out of synch with 21st century problems" (Kettl, PAR 2006 p. 13). Milward and Provan (H. B. Milward & Provan, 2004) point out that federal agencies are increasingly structured for a hierarchical type of management that emphasizes the control of inputs (e.g. resources and personnel). Public managers are no longer directly

responsible for the traditional tasks of hierarchical management, control, and assessment of outputs and results. NGO's have assumed these roles, thus "hollowing" the state (H. B. Milward & Provan, 2000).

The new environment of public administration can be summarized in several ways. Sorenson (Sorensen & Sorensen, 2002) suggests movement away from hierarchy and toward horizontally organized, fragmented systems of governance with self-organizing networks. There is less bureaucracy, less hierarchy and less central authority (K. B. Smith & Frederickson, 2003). In fact, the state has become "disarticulated" (H. G. Frederickson, 1999) in such a way that forces public administrators to collaborate and network. In response to these network and relationship dynamics, Sorenson (Sorensen & Sorensen, 2002) calls for public administrators who are "creative and take initiative in the ongoing search for efficient solutions to complex problems". The "enduring foundation of American public administration - hierarchy - is eroding under the pressures of 21st century American government." (D. F. Kettl, 2006 p. 15)

There is a movement toward public sector relationships that are networked and collaborative. There is movement away from traditional public sector bureaucratic relationships that are based on command and control. (R. Agranoff & McGuire, 2003). As third party and non-governmental organizations (NGO) continue to provide more services on behalf of government, the management of these networks becomes one of the public administrator's main roles.

"Working effectively at these boundaries requires new strategies of collaboration and new skills for public managers. Failure to develop these strategies - or an instinct to approach boundaries primarily as political symbolism - worsens the performance of the administrative system." (D. F. Kettl, 2006 p. 10) Why are the networked relationships between and among administrators relevant? As a former White House FBCI director stated, "We learned (in the aftermath of Katrina) there is a lack of communication and a

lack of coordination that can cause redundant spending or sometimes wasteful spending and impact our performance in a major way" (Clolerly, 2008)

2.3 Intergovernmental Relations (IGR)

"Intergovernmental relations, not always recognized as such and certainly not so denominated, have been a matter of concern to man living in organized society throughout the ages, regardless of race, creed or color, of time, place or circumstance." (R. Agranoff & McGuire, 2004). As long as there have been systems of dividing decisions and functions of governments there have been attempts to organize and manage them. Intergovernmental relations (IGR) have long been a topic of study and research within both public administration and public administration. Traditional intergovernmental relations research tends to focus upon the formal and informal relationships between and among public agencies but in the early as 1980's noted public administration scholars Deil Wright (D. S. Wright, White, & American Society for Public Administration, 1984) and Keith Provan (Provan, 1983) were exploring "managed networks" and "federations", respectively. These studies were largely grouped in the category of intergovernmental relations and serve as a solid foundation for the collaboration, network and other related topics that have evolved today.

There are other examples of promising research and scholarship that attempt to build theory in these areas. In addition to the modeling described above, Agranoff and McGuire (R. Agranoff & McGuire, 2004) have been developing theories of intergovernmental management that fully acknowledge the structural (fragmented versus consolidated) questions in the context of networks and management. O'Toole, et al., provide a promising assessment of intergovernmental bargaining and negotiating across jurisdictional boundaries (O'Toole & Meier, 2004b). They attempt to develop empirical testing of theories about how structural features of government and networking behavior of managers influence performance. Frederickson points to "signs of an emerging

synthesis between the orthodox perspective and the challenge from rational choice” (G. Frederickson, 2002) as theories evolve which acknowledge the unique regulatory role of government in balancing market effects with democratic values. Much of this can be accomplished by how government operates in the context of networked relationships.

Chung-Lae and Wright conclude, “The turbulent waters of intergovernmental management have become increasingly murky,” leading to an increased demand on public administrators (Cho & Wright, 2001). This research assumes the decision about government structure is inseparable from decisions about intergovernmental relationships. Historically, there have been separate areas of focus by scholars. Intergovernmental relations and intergovernmental management are roughly, if awkwardly, lumped into one category for the purpose of this discussion. I realize these topics are not exactly the same. Each has a deep scholarly tradition. However, they do share a common ground of structural and relationship questions that lead directly to the research proposed here. In this paper, intergovernmental relations includes horizontal (federal to federal, local to local, etc.) as well as vertical (federal to state, state to local) relationships. Intergovernmental management is the specific activity and behavior of managers within the system - the system being either government-to-government or unit to unit within jurisdiction. Denhardt summarizes the new dynamics of interorganizational relationships, “More and more, public administrators recognize that managing an agency requires paying attention to what happens in other organization and that relations with those outside the agency are just as important as relations with those inside”. (Denhardt & Denhardt, 2008)

For further discussion of these semantic distinctions and use of these terms see Agranoff and McGuire (R. Agranoff & McGuire, 2001a), or Shafritz (Shafritz, 1998).

2.4 Federalism

A discussion of intergovernmental relations must also include federalism. Federalism is simultaneously a description of a way of organizing government and a field of study. The federal system of government is one in which power is shared between a central federated government and its political sub-units. As field of study, it attempts to understand and explain the sharing of power between federated sub governments and national government. The point of discussing federalism is not to fully explain the scholarship or debate the merits of that form of government, but rather to describe for the reader a context in which they can see how public administration has always sought to understand the relationships between and among levels of governments.

Federalism studies are chiefly concerned with understanding balance of power relationships between national and state governments (Elazar, 1984; Elazar, 1987; Riker, 1964; D. S. Wright et al., 1984). As such, the emphasis is upon vertical relationships between governments and sub governments. Networks and collaborations certainly occur in this type of relationship, but the vertical nature of federalism requires it be treated differently for the purposes of this dissertation. The federal Faith Based and Community Initiative has both a horizontal (FBCI center to FBCI center) and a vertical component (federal agency to state/local/non-profit). This study only addresses the horizontal relationships, but that is not to say the vertical relationships are unimportant. While vertical federalism relationships are not specifically identified in the dissertation, the concept cannot be ignored. The following section briefly outlines relevant federalism literature that relates to the overall IGR themes.

American federalism evolves. It becomes more complex and takes on different dimensions. Shafritz (2007) p.143) summarizes federalism as “dynamic” - using the metaphor of a growing tree with twisted branches and roots. The literature abounds with metaphors to describe federalism and its changes over the years. Whether marble-cake (Grodzins & Elazar, 1984), picket fence (Sanford, 1967) or any one of Wright's eight

metaphors (conflict, cooperative, concentrated, creative, competitive, calculative, contractive, coercive/collage) for the periods of federalism (D.S. Wright, 1988), federalism literature paints a picture of constant changes to the nature and practice of intergovernmental relationships.

Both horizontal and vertical relationships between governments are relevant to this discussion, but the bulk of this study focuses upon horizontal relationships between agencies at the federal level. Traditional federalism is mostly concerned with the vertical relationship between federal and state governments or other sub national units. Nevertheless, following Agranoff and McGuire's evolutionary description of federalism, it seems that the study of vertical and horizontal dimensions have reached a balance. Where the vertical (federal to state to local) relationships were of primary interest in the post WWII era, now the horizontal relationships (federal to federal, state to state, local to local plus non-governmental) require the most practical and scholarly attention because of the networked and intertwined environment of public administration. Milward and Provan note that horizontal network management is "often more complex, subtle and poorly understood" (2004). McGuire (2006a) indicates that research on network and collaboration management has been happening under different names for decades under the guise of federalism. Concepts such as "marble cake" federalism essentially describe multifaceted and multidimensional relationships among government entities but tend to lean in the direction of vertical analysis. In this study, I attempted to make the case for increased analysis of the upper horizontal relationship (federal-to-federal). I will focus on the relationships identified in Figure 2.2 at the federal-to-federal level.

2.5 Relationship between Federalism, Networks and Collaboration

Federalism (and public administration itself) is moving along an evolutionary continuum that started with classical bureaucratic models of top-down hierarchical management and now finds itself in a networked and collaborative environment. In

building their case for an increased understanding of network management, Agranoff and McGuire (R. Agranoff & McGuire, 2001b) contend that a practical view of federalism is needed. Their model evolves federalism from analysis of vertical relationships between federal and sub-federal units to a more encompassing view that includes a wider range of intergovernmental relationships that more accurately reflect the public sector environment. They suggest four models of managing within federalism based partly on Wright's (Shafritz, 1998) assumption that governing authority has "overlapped" in such a way that all actors at all levels of government are at once involved and engaged.

The first is the traditional top-down model in which the federal government essentially manages and controls the relationships with sub national governments. Communication and resources typically flow in one direction - from the top down. Information can flow in either direction in this model. A historical by-product of the post World War II era, this was an attempt to solve national problems with a strong federal government. Fresh off the experience of national mandates and management during the war, the federal government seized the opportunity to directly influence, if not control, state and local activities (D.B. Walker, 1995). The top-down model is classical hierarchical bureaucracy in action and its influence is still seen today where there is a need for command and control type management. Examples include the military, homeland security, and most public safety organizations.

The second model is a donor-recipient type relationship. The federal government acts as the donor (but not complete controller) in the relationship and state or local government is the recipient. There is some two-way interaction as well as a "mutual interdependence" in this model, which appears to be derived from Pressman's conceptualization (Pressman & Wildavsky, 1984). It is in this model that one can see the push-and-pull dynamic of the relationship between federal, state, and local governments. Though not quite collaborative or networked, the donor-recipient model at least contains

some interactive elements. However, it still has the achievement of donor (national) goals as its driving force.

A third, jurisdiction-based model, is locally based upon relationships that occur across policy initiatives. The relationship is shaped by resource availability. The most common example of this model is the federal funding for programs. Agranoff and McGuire assert this is the most prevalent model. The increased complexity of intergovernmental management means that state governments play a much larger role in the overall implementation (and funding) of policy. The jurisdiction-based model features both horizontal and vertical relationships that include negotiation and bargaining activities with the purpose of achieving local or state goals (R. Agranoff & Lindsay, 1983). Information flows in multiple directions and the model begins to look a bit like collaboration or networking.

Agranoff and McGuire's final model is based on the concepts of public sector networks. It begins with the assumption that no single participant has the power to control the others, which is a key component in the definition of what constitutes a network. There is a presupposed "interdependence" in this model (Kickert, Klijn, & Koppenjan, 2000). The public manager takes on the role of facilitator - most management tasks are centered on collaboration activities and behaviors within the network. The less-flexible administrative hierarchy of government must be constantly reconciled with the more-flexible multi-party networks with which it interacts. In some senses, the public manager sits astride a fence in a very uncomfortable spot - pulled in two directions at once on a regular basis. The formal bureaucracy in which the manager is likely to work has a different set of operating rules and expectations than those of the network. The manager must constantly reconcile the differences and thus becomes a collaboration manager instead of a program manager. So while collaborative behavior is more acceptable in this environment, the additional conditions and skill requirements are very likely to be new (and challenging) for the manager.

Each of these four models represents an increasing degree of complexity in both the number and type of relationships that are required to manage within a federalism system. This view of federalism is useful because it concisely describes the evolution of intergovernmental relationships while accurately summarizing federalism. It also highlights the very intertwined nature of any discussion related to intergovernmental relations, federalism, networks and collaboration. Wright acknowledges the changing view of these topics by concluding that "Contingent collaboration promises to be a distinctive feature of federalism/intergovernmental relations trends." (D. S. Wright, 2003 p. 13). The remainder of this chapter discusses the related concepts of networking and collaboration within the foundational concepts of IGR and federalism.

2.6 Networks: Relationships in the Public Networked Environment

The history of network research is broad and deep. Berry, et.al. (Berry et al., 2004) suggest there is a good base of network related scholarship within the public management traditions of public administration, but we have much to learn from research conducted by other scholarly communities. Network management, they contend, has largely been the province of sociology, political science, and to some extent, business management. The lessons learned from these other scholarly traditions should be largely applicable to public management. First, they identify the social network analysis, which has its roots in the work of sociologists as early as the 1930's (Moreno, 1934). From this perspective, it is all about the system - "structure matters" (Berry et al., 2004). Political science tackles the topic of networks in three main directions - policy innovation (J. Walker, 1969; J. Walker, 1969), issue networks and diffusion (Heclo, 1977; Kingdon, 1984; Sabatier, 1980) - focusing upon interaction between actors. More recent work of Burt (Burt, 1992), Cross, and Borgatti (Cross, Borgatti, & Parker, 2001) propels both the methods and theory of social network research forward into business and management and is concerned with questions of effectiveness, efficiency, and achievement. Public

sector network research has roots in IGR and federalism. Noted public intergovernmental scholars have discussed the issue, albeit using different terms and language, for several decades (H. B. Milward, 1982; Provan, 1983; D. S. Wright et al., 1984).

What is a network? A network exists when none of the actors has the power to determine the strategies of the other actors (Kickert, 2000). O'Toole adds, "Networks are structures of interdependence characterized by some degree of structural stability as well as formal and informal linkages". Networking commonly refers to "people making connections with each other" (Alter & Hage, 1993) while the network occurs "when the links among a number of organizations or individuals becomes formalized" (Keast, Mandell, Brown, & Woolcock, 2004a p. 364). In the public sector, it has become clear that no public organization has sufficient power or resources to act alone (Provan & Milward, 2001); therefore, some form of networked relationship appears in most public work. In fact, Newland contends that in the public sector policy issue networks are nothing more than the "transformations of earlier sub government policy subsystems (old iron triangles) (Newland in H. G. Frederickson & Nalbandian, 2002; Heclo, 1977). This follows Kingdon's line of thinking about why government addresses some policies and ignores others. He argues that unified policy communities can control the agenda and that fragmented policy communities cannot (Kingdon, 1984). As a result, networks form to exercise this control. Policies and public activities can group around problems and issues over time as networked policy systems evolve (Elmore in Imperial, 2001), but networks do not appear to be replacing public hierarchies (R. Agranoff, 2006a). The result is an odd conglomeration of hierarchy and networking. As a result, Scharpf says that public managers "manage in the shadow of hierarchy." The need for accountability and the difficulty in achieving such for networks seems to argue that networks and bureaucracies must find a way to co-exist. Although this seems to argue two competing

points: networks are here to stay and bureaucracies are here to stay, the situation must evolve to a co-existence of both.

Sorenson highlights discrepancies in the central elements of democratic public administration that result from increasing networks. She notes we need a "reformulation and reinterpretation of the basic concepts of liberal democracy" in the context of networked governance (Sorensen & Sorensen, 2002). Driving this need is the changing and incomprehensible institutional borderline between public and private organizations in the network governance scheme. She is cautious in noting that very few scholars currently accept the likelihood of a total transformation from hierarchical based government to networked governance. There is likely to be some uncomfortable combination of structured hierarchy and unstructured networks for some time to come. Fragmentation and consolidation represent these same issues of borders and hierarchy. As such, they represent the best chance to mediate the differences that become more apparent in the public administration literature. It is also worthwhile to note that, for all the difficulties mentioned here, networks do have "distinct efficiency advantages not possessed by pure markets or pure hierarchies" (Polodny & Page, 1998).

While we may reasonably inquire about the distinctions between the seemingly interrelated areas of intergovernmental relations, LaPorte (LaPorte, 1996) suggests three "vantages" of public networks, which provide a helpful framework. First, he suggests a view from within the network. It is essentially a horizontal view of associations between organizations and individuals. It is a person-to-person, agency-to-agency view - one at which administrative conjunction is most visible. A second possible view is from above the network, where one may examine the coordinating institutions. LaPorte uses the example of a council of governments to illustrate this view. The third view is outside, but beside, the network. Federalism, intergovernmental relations and policy implementation fall into this vantage. (H. G. Frederickson, 1999)

Of equal importance for public administration are two characteristics of these networks - self-organizing (autopoiesis) and self-regulating in which the role of government moves from controlling to influencing (Peters & Pierre, 1998b). Networks are characterized by their ability to establish themselves without external intervention and by their ability to evade government control. Government is one part of these networks, but not necessarily the organizing or controlling entity.

Networks stretch, and thus change, the role and responsibility of government. It is this shift from power that most confounds and confuses orthodox public administration theorists and practitioners. Scholars have begun to address some practical aspects of networks in the public sector. Bardach asks whether agencies can work together as he describes need for boundary-spanning behavior by public managers who can work across jurisdiction, bureaucratic, and network boundaries. (Bardach, 1996). Milward and Provan have significant work that attempts to understand management in the networked environment (H. B. Milward & Provan, 2004). McGuire (M. McGuire, 2006b) and Agranoff (R. Agranoff, 2006a) work individually and as a team to describe the nature of collaborative public management and provide lessons for public managers to succeed in that environment. Agranoff and McGuire also focus in on accountability in networks by asking key questions like "How do we define and understand public management when it is not always clear for whom we work?" and by discussing the notion of "responsible for versus responsible to" (R. Agranoff & McGuire, 1998; M. McGuire, 2006a). Roles change as administrators must become, for example, power sharers (D. F. Kettl, 1993a).

This dissertation attempts to determine the fit between theory and practice by operationalizing and using a particular network theory (administrative conjunction) as a lens through which to view real world public management. Berry, et al suggest that network research should also consider at least two alternative possibilities. First, it is possible that networks are nothing more than the "abstractions in the mind of scholars". Alternatively, they cite Nadal, whose sociological research postulated that "network

participants hold varied and unique understandings of why a particular network exists, who is involved in it, and why they, as individuals, are involved," (Berry et al., 2004 p. 547; Nadal, 1957). My best expectation is to potentially dispel the first notion and be open to the second by asking if administrative conjunction exists in the FBCI and whether the FBCI center directors have conscious understanding of the network collaboration.

2.7 Collaboration

Sometimes collaboration is viewed as a sort of "Holy Grail of solutions", particularly where funders - governments or foundations - insist upon collaboration (Bryson, Crosby, & Stone, 2006). Collaboration is often assumed to be a "positive factor to be pursued by managers" even though McGuire cautions there are few studies to confirm that collaboration helps improve program outcomes (McGuire, 2006a p. 39).

Collaboration is the joint activity of two or more organizations that is intended to increase public value working together rather than separately (Imperial, 2001; Moore, 1996) and (Bardach, 1998). In their introduction to a Public Administration Review symposium on collaborative public management, O'Leary, Gerard and Bingham (O'Leary et al., 2006) build upon the work of Agranoff and McGuire (R. Agranoff & McGuire, 2003) and Henton (Henton, Melville, Amsler, & Kopell, 2006) to define collaboration as "co-laboring for the achievement of common goals". They also suggest that collaboration has at its core the concept of reciprocity, while Agranoff adds that collaboration is the "act of working jointly with others, usually to resolve a problem" (R. Agranoff, 2006b).

Collaboration is also a deliberate interaction by autonomous actors who use "shared rules, norms or organizational structures to act or make decisions related to an issue or problem." (Gray & Wood, 1991). This would seem to indicate that collaboration, like networking, is usually a chosen, rather than mandated, behavior. One summative conceptualization of collaborators comes from Berry et al. (Berry et al., 2004) who propose that collaborative capacity builders must have a "mind set" that is inclined and

motivated to solve problems. Collaborative capacity builders are people "who either by legal authority, expertise valued within the network, reputation as an honest broker, or some combination of the three has been accorded a role in the network's problem-solving exercises." A discussion of whether human beings by nature compete or collaborate is better left for others, but any operationalized theory of collaboration must at least acknowledge this fundamental question.

Thompson and Perry (Thomson & Perry, 2006a) explore the mystery of collaboration using the analogy of the "black box" which describes collaboration as a process-oriented construct. They call for public managers to "deliberately manage" five dimensions of collaboration (governance, administration, organizational autonomy, mutuality, norms of trust and reciprocity). Managers must make a conscious choice to participate in the collaborative process.

Public managers must assess the situation and make a choice about collaboration as a deliberate action. Collaboration is not accidental and it occurs in a context. Thompson (Thomson, 2001) suggests there are antecedent conditions that might better predict collaborative success (e.g. uncertainty, ambiguity, etc.). Under certain conditions, collaboration is made easier. An environment can be created in which collaboration brings benefit rather than loss. This results in a situation where the choice of not collaborating has a greater cost or negative consequence. Public managers must assess the situation and make ongoing choices about collaboration.

Public administrators also collaborate to achieve a higher goal. Frederickson, in his introductory description of administrative conjunction says that "public management professionals engaged in conjunction appear to practice a form of "representation" of a generalized "public interest" extending well beyond their jurisdictions" (H. G. Frederickson, 1999). The following section of this chapter discusses administrative conjunction in more detail.

In summary, collaboration involves notions of reciprocity and self-interest in constant tension with notions of common good or public purpose. Collaboration appears to be conditional in that certain circumstances can promote or inhibit collaborative behavior. This dissertation takes a first step in that direction by operationalizing the theoretical concept of collaboration in terms of administrative conjunction.

2.8 Administrative Conjunction as Collaboration

Among the many theories and conceptual explanations of networks and collaboration rests a small theory of collaboration known as administrative conjunction. Frederickson developed his theory of administrative conjunction using intergovernmental relations and network theory as foundations. It is essentially a theory of collaboration. For the purpose of this dissertation, the term “administrative conjunction” is interchangeable with “collaboration.” This section discusses administrative conjunction and describes the components of the theory.

Frederickson’s administrative conjunction theory (Frederickson, 1999) posits that intergovernmental partnerships and social networks are driven primarily by professional staff that is more inclined to think and act regionally and to build “epistemic communities” than elected officials who are more focused on electoral matters that are jurisdictional and local in nature and scope.” (Thurmaier, 2007)

Administrative conjunction is understood in the context of contemporary public administration. There are several important features. Most important is the declining “salience” of jurisdictions. People are “linked less and less to a single specific locale or jurisdiction and are linking more and more bicoastally, transnationally, and globally”. Public administration is difficult when sovereignty and the jurisdictional relationships between citizens and their government becomes unclear. A second important feature is the “disarticulation of the state” in which public policy problems cannot be easily contained by jurisdictions and in which the problems cross-organizational boundaries.

Unlike many of the discussions of public sector collaboration, administrative conjunction actually has a theoretical framework containing propositions. Frederickson defines administrative conjunction as “the array and character of horizontal formal and informal association between actors representing units in a networked public, and the administrative behavior of those actors” (Frederickson, 1999). Unlike many of the discussions of public sector collaboration, administrative conjunction actually has a theoretical framework containing propositions. The hypotheses proposed by Frederickson provide a basis for operational exploration of the theory (Frederickson, 1999). (Appendix F)

2.81 The Administrative Actor

While other theoretical conceptions of collaboration (e.g. “Black Box” (Thomson & Perry, 2006a) are more sophisticated in their model; I find them to be less than parsimonious and not a good choice for this research, which is an exploratory operationalization. Collaboration among and between systems, networks or organizations all begin with individuals. Conjunction focuses on the individual-to-individual relationship, which, in my judgment, should be the starting point for assessing collaboration at any level. Grubbs (2000) asserts, “They (collaboration theories) are more concerned with the way strategic alliances are formed, and with their capacity to enhance process effectiveness and interagency performance, as opposed to the meaning of collaboration for human actors.”

My focus is this collaboration between “human actors.” The fundamental assumption of this research has been that key relationships are between people, not organizations. “Scholarly attention has long been focused on the actions of appointed administrators” (D. S. Wright et al., 1984). As we have seen, the role of government managers is changing based on the hollow state in which traditional government functions are hollow as the result of contracting massive chunks of what were previously

government tasks. Public managers are spending much more time handling "interdependencies", both horizontal and vertical (D. F. Kettl, 1996; D. F. Kettl & Milward, 1996), which places them in multiple actor-to-actor relationships at any given time. Because collaboration places "demands" on actors we need a better understanding of collaboration (Thomson & Perry, 2006b).

One method of understanding collaboration is to observe context, behaviors and actions. Administrative conjunction theory provides a good lens through which to make these observations. Collaboration literature discusses the behaviors and actions of collaboration in varying terms. Bardach (Bardach, 1998) suggests "craftsmanship", while Agranoff and McGuire propose five important behaviors - bargaining, mutual adjustments, strategic activities, and the maintenance of a variety of actors and roles (R. Agranoff & McGuire, 2004). Thurmaier and Wood suggest a "norm of reciprocity" (K. Thurmaier & Wood, 2002b). Managers must make "role choices" depending upon the context of the network. Sarason and Lorentz identify "boundary spanning" behavior of network coordinators (actors) (Saranson & Lorentz, 1998). Administrative conjunction theory offers similar promise. Observing, recording, or measuring behavior of the FBCI center directors was the practical component of the transition from theory to research and constitutes the major emphasis of this exploratory research. Most of the data collection and analysis focuses on the behavior component. The research methods section of this study provides additional information on how these behaviors and actions were operationalized as indicators of the theory.

Collaboration literature identifies several skills required for collaboration. Saranson and Lorenz (Saranson & Lorentz, 1998) suggest that public purpose is centered on "resource exchange and facilitated by a lead innovator...who can make the necessary connections across traditional organizational lines, thus the skills and abilities of the administrative actor are important". Persuasion (LaPorte, 1996) is also a valuable skill for network collaborators that helps members of networks make sense of the

situation and collaborate. Terry calls for the “conservator”, who can make judgments about collaborative actions, people and resources (Terry, 1995) while Moore calls for an “entrepreneur” who can innovate and take risk in collaborating (Moore, 1996).

In addition to behaviors and actions, it also appears that administrative actors share certain characteristics. Frederickson builds upon the idea in administrative conjunction with his concept of “like-mindedness”, which presents a simple but powerful term to understand the actors and their similarities. Conjunction is “primarily an activity undertaken by likeminded professionals” (K. B. Smith & Frederickson, 2003). On the other hand, as Berry et al. (Berry et al., 2004) suggest, “shared core beliefs” have a major impact on collaboration. As such, the personal and professional similarities of administrators are likely to facilitate cooperative behavior.

Sometimes “problem-based network settings involve highly diverse participants” in which case the notion of like-mindedness may be replaced by a common focus (Berry) or shared objectives – the big picture goal. Not all network collaborations are characterized by like-mindedness. Participants must have a “common focus or set of experiences” to help the information flow by building trust (Berry et al., 2004) and lowering transaction costs between collaborators. In practical terms, as one FBCI center director put it, “our incentive to collaborate is making sure people know what is happening. This research explores the like-mindedness component of administrative conjunction, but future research agendas should include a more in-depth approach to this concept.

Public administrators also collaborate to achieve a higher goal. Frederickson, in his introductory description of administrative conjunction says that “public management professionals engaged in conjunction appear to practice a form of “representation” of a generalized “public interest” extending well beyond their jurisdictions” (Frederickson, 1999).

Frederickson provides insight into why administrative conjunction can serve as an appropriate lens through which we can examine collaboration. “Administrative conjunction is, at least in my head, essentially the same thing as theories of agency cooperation, network theories, theories of collaboration. Seems to me that these are mostly just different words in search of the same subject.” (Personal correspondence from H.G. Frederickson, February 4, 2007) My dissertation uses the theory to identify and explore the presence of conjunction as collaboration. Administrative conjunction provides the best foundation for the operationalization of collaboration. Furthermore, while it is conceptually true the relationships are between agencies, in practice the relationships are between individuals. Individual administrative actors develop and maintain relationships that are collaborative in nature.

Frederickson’s concept of administrative conjunction attempts to bring these relationship phenomena to the theoretical level. Previous studies related to administrative conjunction have focused on the Kansas City metropolitan area (Thurmaier & Wood, 2002b; Wood, 2004b) and local governments in Iowa (Thurmaier, 2006). The studies provided descriptive examples of how conjunction occurred between like-minded professionals across local jurisdictional boundaries and in the context of interlocal agreements. My research advances administrative conjunction (collaboration) theory by adding to the literature and extending the examination of conjunction to the federal level.

2.9 Summary

Administrative conjunction as collaboration: While these contextual characteristics like relationships, characteristics and behaviors follow on with the existing body of collaboration literature, the real work of this research is the challenge to operationalize concepts of administrative conjunction in such a way that allows ongoing and comparative analysis of difference situations. The first practical question for this

research is whether an administrative actor's collaborative and conjunctive motivations, characteristics, and behaviors can be consistently identified.

This work also contributes to the overall body of networking and intergovernmental management literature. It also enhances and expands the theories of collaboration, specifically utilizing Frederickson's administrative conjunction concept to do so. In this conceptual review, I have summarized the increasingly complex nature of public administration. I have discussed the evolution of intergovernmental relationship studies in terms of federalism, networks, and collaboration. I have introduced the concept of administrative conjunction as one way of understanding horizontal relationships and have begun to make the case for extension of this theory to horizontal relationships in the federal government. I have identified several themes throughout this discussion and will use them as the basis for the research design and data collection components of the study.

While there are multiple dimensions to the relationships that could be studied, this dissertation focuses upon collaboration between and among federal managers across agency boundaries (Figure 2.2). The Faith Based and Community Initiative provided a manageable, yet wide-ranging opportunity to assess these relationships. FBCI is at the center of a web of intergovernmental relationships, including federal-to-federal, federal to state, state-to-state, state to local, local-to-local and public to non-profit.

Horizontal Federal to Federal Relationship

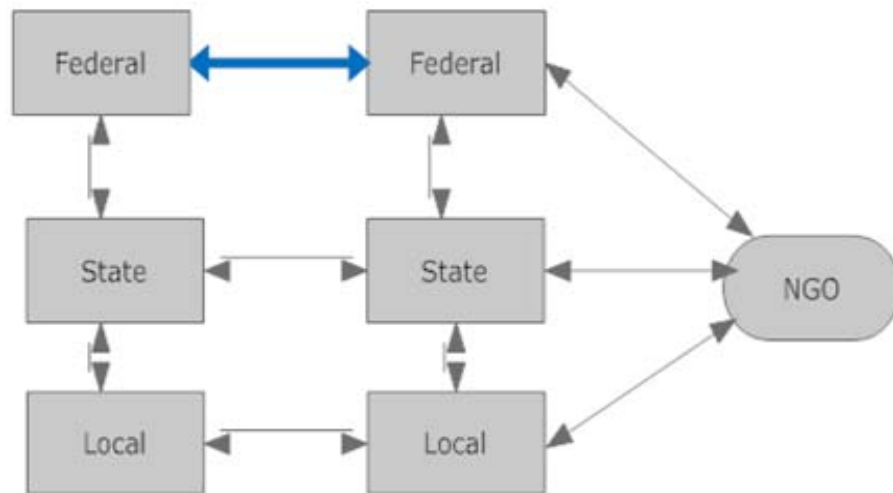


Figure 2.2 Relationship and Collaboration Possibilities for FBCI Centers

This dissertation attends to the federal level relationship but because of this complex network, it is clear that a next logical step for extending the research on collaborative conjunction would be to conduct analysis of any of these other intergovernmental relationships. One could do well to understand the relationships between administrative actors in the FBCI network (or any other area for that matter) in all directions of the relationship. My research attempts a first step toward broader exploration of these opportunities.

CHAPTER 3

FAITH BASED COMMUNITY INITIATIVES

"But I ask you, who is more likely to go out onto a street to save some poor, at-risk child than someone from the community, someone who believes in the divinity of every person, who sees God at work in the lives of even the most hopeless and left-behind of our children? And that's why we need to not have a false division or debate about the role of faith-based institutions, we need to just do it and provide the support that is needed on an ongoing basis."
Hillary Clinton (Jonas, 2005)

The focus of this research is the Faith Based and Community Initiative (FBCI), which was organized in January 2001. Created by President Bush's Executive Order 13199, the White House Office of Faith Based and Community Initiatives is the coordinating agent and serves as the policy lead for federal agencies that have established FBCI centers. (Figure 3.1)

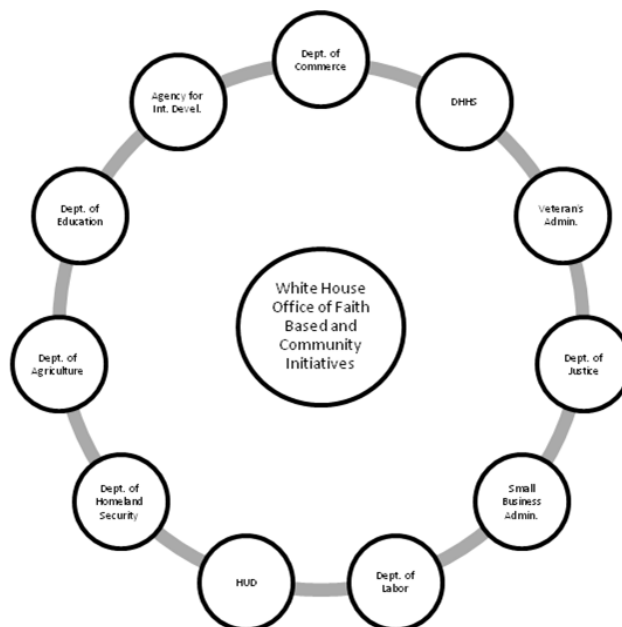


Figure 3.1 FBCI Federal Centers

The initiative has grown by expanding from five to eleven federal agencies. FBCI expanded to state and local governments, where there are forty-three states and

over a hundred other government entities with FBCI-type offices of varying sizes, budgets and organizational structures.

Upon creation of the initiative, President Bush indicated the intent: “FBCI...will have lead responsibility in the executive branch to establish policies, priorities, and objectives for the Federal Government's comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations to the extent permitted by law.” (Order 13199) The authorizing executive order summarizes the broad set of goals for the organization in a somewhat understated manner given the political and philosophical emphasis that FBCI had during both the 2000 presidential campaign and the Texas gubernatorial terms of then-governor Bush. The FBCI represented an excellent opportunity to study the multiple dimensions of collaboration at the federal level.

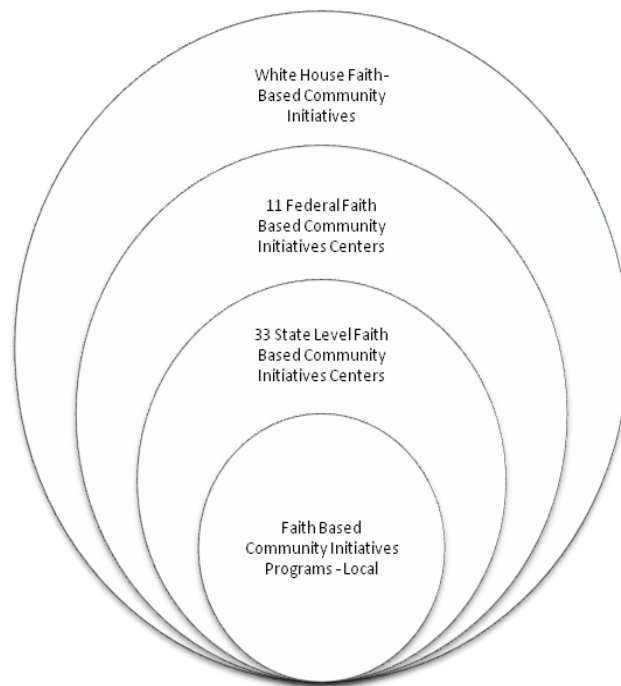


Figure 3.2 FBCI Organizations at all levels

This unified policy community provides horizontal (intergovernmental) and vertical (federalism) relationships for analysis because of the federal to federal as well as the federal to state to local. Future research should be extended to study the vertical

dimensions of collaboration; however, this dissertation focused upon the horizontal relationships between eleven FBCI center directors at the federal level.

3.1 Background and History

The history of charitable organization in the United States, as well as other countries, is long and credible, but the extensive involvement of religious organizations in public charity work has a long history beginning with the work of the Catholic Church and continuing through the British Parish model throughout the centuries. One should not be surprised to find in the United States, which was largely founded by individuals and groups seeking freedom from European religious oppression, and whose government structure was undoubtedly based on the sectarian and denominational governance practices in the colonies, early traditions of community (public or private) social services beginning with the informal community model in early puritan America. (Katz, 1996). Tocqueville highlighted America's civic engagement and voluntary fraternal association, and there has been ongoing a strong tradition of congregation (faith-based) based social services (Tocqueville, Bevan, & Kramnick, 2003) which increased during the late nineteenth century when additional local, congregational based social services began to appear with the likes of orphanages, homes for unwed mothers and related services.

The philosophical underpinnings of the FBCI come from the so-called 'compassionate conservatism' agenda in which alternative methods of delivering social services were encouraged. President Bush outlined this philosophy as "compassionate to actively help our fellow citizens in need....conservative to insist on responsibility and results" (Bush, 2002). Another proponent of the faith-based and community approach is former Indianapolis Mayor Stephen Goldsmith, who says that compassionate conservatism is "empowerment, not entitlement" (Goldsmith & Boddie, 2008). The real philosophical root of the FBCI appears to come from Marvin Olasky's 1992 *Tragedy of American Compassion*, in which he outlines a theologically based, politically perceptive

agenda for changing the way government views and delivers social services (Olasky, 1992). Former Speaker of the House Newt Gingrich and other members of Congress championed Olasky's views, which certainly emphasized the role of faith-based service providers and the importance of community-based solutions, and they eventually found their way into the "Contract with America" and subsequent welfare reform provisions. (Black, Koopman, & Ryden, 2004)

The administrative roots of FBCI grew from the federal "Charitable Choice" provisions of the 1996 Personal Responsibility and Work Opportunity Reconciliation Act (PRWOR) (PL 104-193). Congress and the Clinton administration radically overhauled the nation's welfare and other social benefits programs. Inserted in the legislation was a little-heralded clause (Section 104) known informally as the Ashcroft amendment (Missouri Senator John Ashcroft) that "encourages states to involve community and faith-based organizations in providing federally funded welfare services to the poor and needy." The charitable choice provision paved the way for states and local governments to collaborate with many more organizations that are non-profit because it opened up, for the first time, public funding possibilities for organizations that had previously relied on private charity and other sources of income. Wilson (Wilson, 2003) suggests that these faith based organizations bring diversity to service delivery and that they actually enhance the responsiveness of government.

Meanwhile, also in 1996, Texas Governor Bush created a "Faith-Based Task Force" to study how the new charitable choice provisions could be implemented in the state of Texas. The resulting report (*Faith in action, 1996*) outlined a number of steps that Texas could take to allow faith based organizations to qualify for public funding and provide social services. These steps included changing regulatory and licensing requirements for faith-based organizations in Texas, making it easier for them to receive public funding. A key advisor to this group was Professor Marvin Olasky, then a University of Texas faculty. Bush also issued Executive Order GWB 96-10, directing

state agencies to make an aggressive attempt to use the charitable choice provisions of the new federal law.

It was no real surprise that by 2001, given the timing of the Welfare Reform Act, the climate of reform initiatives in a number of states, and the election of a Republican president, the idea of locally based and non-governmental provision of social services took hold in the form of the Faith Based and Community Initiative. What surprised many people was the relative lack of support for the initiative by the Congress. During the 2000 presidential campaign, Bush suggested a large budget for a faith based initiatives project. His request continued after he was elected president, but there has been no real effort by Congress to create or fund, through legislation, such an organization. Instead, as Roberts Gennaro (Roberts-DeGennaro, 2006) points out, Bush used a series of executive orders to push forward this agenda item. This practice of policy development by executive order raised interesting questions about the long-term stability of the initiative because the executive orders could be rescinded by the next administration. Recognizing the potential short-term consequence of FBCI, there have been administration backed bills House of Representatives to make the FBCI a permanent executive office, but as of the publication date for this dissertation, such an effort is has yet to succeed.

The trend toward government by proxy (D. Kettl, 1988; D. F. Kettl, 1993b), (also known as hollow state (H. B. Milward & Provan, 2000), or contracting regime (S. Smith & Lipsky, 1993) is well discussed in public administration literature and highlighted in the conceptual review section of this dissertation. The work of public administrators is increasingly moving from traditional management of organizations and activities to management of contracts. Whether by municipalities for garbage collection, state governments for correctional facilities, or the federal government for management of national parks, the notion that competitive bidding among firms to perform commercially available services is efficient and effective has longstanding acceptance in practice, if not

in results. The practice of privatization and contracting out has been a practice of public administration at all levels of government for almost two decades (Savas, 1987), but the notion that faith-based or community organizations play a key role in this governing strategy is relatively new.

A more recent trend has been the wholesale provision of social services by NGOs, whether for-profit or non-profit. The 1996 Welfare Reform act changed the rules of the federal and state responsibilities in most areas of social services and in so doing, opened the door to a wide range of experiments. Once the burden shifted to states, many governors and state legislatures took the initiative at the state level to change both the rules and the expectations for service delivery to citizens. As an example, the welfare to work provisions of the new policies resulted in new demands for non-governmental organizations that could provide various training services. It is not coincidental that faith-based and community initiatives have grown and become more visible as recipients of public funding during this period.

3.2 Opposition and Criticism of FBCI

Philosophical opposition to faith-based initiatives has come in four distinct forms – political, legal, theological and administrative. From the beginning of the initiative, questions have been raised about whether the initiative is partisan and politically motivated. One of the more public allegations came in 2006 when a former FBCI staff member asserted that FBCI was designed and contrived mostly to appeal to conservative evangelical voters (Kuo, 2006). Defenders of the FBCI arose in response to Kuo's allegation of political shenanigans within the White House (Farris & Hughes, 2006). As with any high visibility presidential initiative, political opponents seized upon the allegations with certain ferocity, using the allegations as yet another angle of attack. Whether Kuo's allegations can be proven is never likely to be decided, but his situation is indicative of the kind of opposition the FBCI faces sometime.

FBCI also reinvigorated the debate about principles of separation of church and state, particularly the Establishment Clause of the First Amendment to the U.S. constitution. Court battles have waged for years on the topic of public funding for religiously affiliated institutions (Dilulio, 2007). Legal constructs such as neutrality and secular purpose have long been part of the lexicon for this discussion, but the FBCI brought them all to the forefront again. As if the traditional arguments were not controversial enough, FBCI also created a new twist on the arguments by adding the issue of hiring rights by faith based organizations under which the religious beliefs of individuals may be used as a factor in employment decisions. Given the contentious legal issues, one cannot be surprised at the intensity of this element of the debate about FBCI.

A third group of opponents is theologically opposed to the initiative because the church should not be affiliated to the government in any way. There are subsets to this opposition. Some oppose the mingling of secular funds with religious purposes. Born mainly of a suspicion about the intrusive nature of the federal government, several religious leaders oppose the FBCI because they do not want the government “poking around in their business” (Dilulio, 2007). Others opposed the initial denominational leaning of the initiative. Conservative suburban evangelicals apparently felt that too much attention was being paid to liberal urban churches (Black et al., 2004). Whether political or theological, these issues were raised at key times during the development of the FBCI and have been barriers to widespread support for the programs.

A final set of opponents to FBCI come from within the field of public administration itself. Some scholars believe government is shirking responsibilities for important programs by contracting them out to private or non-governmental providers – particularly in the area of social services. Public administration scholars skeptical of FBCI tend to fall into a line of thinking best summarized by Moe (Moe, 1987), who says that privatization represents a “disinvestment” by the government of responsibilities

citizens expect the government to perform and that it is a “high risk” strategy in the long run (see also Provan & Milward, 2001). Whether private sector contracting or provision of service by non-profit organizations, the perceived abdication of responsibility by government is, in their view, unacceptable.

3.3 Funding and Organization of FBCI

It should be noted that there have never been large allocations of funds set aside for FBCI. FBCI has stated goals, at least for the initial stages, have been mostly related to “leveling the playing field” (Bush, 2001) so that faith based organizations could effectively compete for and receive public funding for activities from which they were previously excluded. FBCI provides technical support for faith based organizations as they apply for existing federal funds.

The list of FBCI programs is fairly long but some highlighted examples of FBCI programs come from the Compassion Capital Fund administered by the Department of Health and Human Services Administration for Children and Families. Other primary examples of programs are the Mentoring Children of Prisoners, Access to Recovery, and Prisoner Re-entry Initiatives. Probably the most well known, most discussed, and most litigated among these are the programs related to the Prison Fellowship organization. For additional details on these programs, see the FBCI summary report, “The Quiet Revolution” (2008).

Relationships between organizations and their respective staff members is the broad subject of this research. FBCI serves as an excellent example to assess this because of the variety and complexity of the relationships within this policy network. There are eleven federal agencies with FBCI offices (Table 3.1), each of which has a director or coordinator. Funding for the office comes from within each agency budget and is not directly allocated or created by Congress. The FBCI effort is coordinated by the

White House Office of Faith Based and Community Initiatives (WHFBCI), but the respective FBCI agency directors do not report to the WHFBCI.

Table 3.1 Agency Centers for Faith Based and Community Initiatives

Agency for International Development
Department of Agriculture
Department of Commerce
Department of Education
Department of Health and Human Services
Department of Homeland Security
Dept of Housing and Urban Development
Department of Justice
Department of Labor
Small Business Administration
Department of Veterans Affairs

3.4 Evaluation and Research

There exists an increasingly robust body of academic work related to FBCI, although most of it attempts to assess and evaluate specific programs. A 2002 admonition for better program evaluation notes that, at that time, there were over 800 FBO evaluation studies, but no great body of evaluation or outcomes data existed across the studies (Johnson, Tompkins, & Webb, 2002). Fischer cautions, though, that this dearth of evaluation research is also true of non-FBO programs and that FBO programs should not be held to a higher standard (Fischer, 2003). Since that time, the FBCI initiative has made significant progress in soliciting, encouraging, and in some cases funding independent evaluation of programs and outcomes. The 2008 White House FBCI Research Conference brought together scholars from around the country to present hundreds of independent studies of local, regional and national faith-based and community initiatives. There are several policy initiatives and think tanks related to faith based organizations. Before 2006, the majority of the research focused upon the role that religion plays in both the service delivery and program outcomes for faith based initiatives. The Pew Charitable Trust's Roundtable on Religion and Social Welfare Policy and its Hudson Institute partnership (Faith and Service Technical Education Network (FASTEN)), and the Civitas Program in Faith and Public Affairs at the Center for Public Justice (in cooperation with The Brookings Institution and the American Enterprise

Institute), and Baylor University's Institute for Social Research have been active players in the national efforts to assess and conduct research related to the faith based initiatives. The wide interest in this topic means there are many articles, publications and resource collections that describe faith based initiatives and organizations. However, as the Rockefeller Institute of Government's benchmarking report indicated, "For all the interest in the topic, and all the anecdotal stories of accomplishment by individuals and individual organizations, there remains little systematic evidence on the comparative effectiveness of faith-based and other social service providers, and virtually no evidence that demonstrates how differences in performance connect to the faith character of service organizations." (Ragan, 2004). It was against this background and in response to these kinds of criticisms that the FBCI initiative changed its national emphasis to include more robust data collection, stronger accountability measures, and increased program evaluation at all levels. (Hein, 2007). Bush administration officials believed that the charitable choice and other faith-based efforts had gained no real traction within the federal government between 1996 and 2000, and that the efforts of the FBCI in the federal government after 2001 needed better documentation and accountability, so they continued to press for a more credible evaluation of the program. The GAO reviewed FBCI and other federal initiatives in light of the Government Performance and Results Act (1993). The failure to implement GPRA-type measurement was prominently cited in the early evaluations of FBCI as a reason for creating the White House FBCI and the agency level organizations.

The federal government has also conducted basic assessments of the FBCI. A Government Accountability Office (GAO, 2006) report revealed slow progress in the allocation of funds and highlighted concerns about measurement of effectiveness for the initiative. The report briefly discussed the FBCI initiative in relation to its original organizational goals, but it indicated a need for additional and ongoing efforts to assess the FBCI as an initiative within the federal government in the context of the stated goals.

As part of these findings the Office of Management and Budget increased its efforts to evaluate FBCI progress in every agency using the Presidential Management Agenda, score carding process in which agencies are evaluated quarterly on how they made progress toward meeting goals. Even though it is relatively new, this publicly available data is solid basic measurement of success for FBCI. This dissertation relied upon the scorecard data as one key measure of relative success for each agency. The following chapter discusses the research problems, procedures and methods in more detail.

CHAPTER 4

METHOD

4.1 Introduction

The primary purpose of this study is to examine public management collaboration through the lens of theory by exploring the depth, breadth, and impact of collaboration between individual managers. Using the conceptual framework of administrative conjunction (H. G. Frederickson, 1999) as a proxy for collaboration, the research theorizes there may be some connection between administrative conjunction and success. The cases in this study will allow me to examine the operating nature of collaboration and to explore the impact of collaboration. This will be accomplished by identifying the operational context and definitions for collaborative behaviors by agency managers at the federal level. A secondary purpose of this study is to provide a meaningful operationalization of administrative conjunction theory.

Stake (Stake, 2006) suggests that a researcher may “jointly study a number of cases in order to investigate...leading to a better understanding, better theorizing about a still larger collection of cases”, while Flick (Flick, 1998) encourages the use of a “set of procedures that are simultaneously open-ended and rigorous and that do justice to the complexity of the social setting under study.” Studying collaborative behavior required access to the individuals who collaborate, so the approach selected for this field study of active public administrators is the muliti-case study. This chapter will discuss the case study methods used for this research. There are five main components to the design and presentation of this research (Yin, 2003b). It will describe the research question, the theoretical propositions, the unit of analysis, the linkages between data and theoretical propositions and the criteria for interpreting the findings. I will also discuss the

operationalization of concepts, the research procedures, and the collection of data. The chapter concludes with a discussion of the limitations and importance of the research.

4.2 Case Study Protocol: Components of Case Study Research Design

"A case study investigates contemporary phenomenon within its real-life context."

(Yin, 2003a)

The overall focus of this research was the federal Faith Based and Community Initiative (FBCI), created as a formal program in 2001 by President George Bush with the goal of allowing faith based and community organizations to compete effectively for federal funding and program participation. The FBCI consists of a White House Office of Faith Based and Community Initiatives as well as FBCI centers in eleven federal agencies (Roberts-DeGennaro, 2006). Figure 3.1 illustrates the encompassing network of FBCI structures at the broadest federal policy level (White House) extending to the local FBCI programs. The FBCI centers are housed in different federal agencies and they range in size and scope, but all centers have a director responsible for center operations in the agency.

"The underlying premise of the President's Initiative is that a more open and competitive Federal grant-making process will increase the delivery of effective social services to those whose needs are greatest. Thus, federal agencies have successfully undertaken a variety of measures to do this, including: making information more accessible; providing training and technical assistance; broadening program eligibility; changing regulations; streamlining grant applications; focusing on the unique needs of grassroots organizations; and eliminating preferential treatment for existing and former grantees (White House FBCI Brochure, 2007)

4.3 Research Question

Case studies are most successful when they rely upon the "prior development of theoretical propositions to guide the collection and analysis". (Yin, 2003a p. 14)

Theoretical propositions for this study center around this basic question: How do public administrators relate to one another in a complex networked environment?

To answer these questions, my research began with the expectation that collaboration between public administrators could be identified systematically. I selected a theoretical lens through which to view collaboration and the point of this study is to explore collaboration in the FBCI. The essential emphasis of this research centered on operationalizing collaboration as identifying administrative conjunction and exploring what it looks like in the practice of public administration. Simply put, this research proposes that collaboration can be systematically observed through the lens of administrative conjunction.

4.4 Unit of Analysis

The specific unit of analysis for this research is the FBCI federal agency center director. The researcher had a unique opportunity for direct access to the key federal managers in a highly visible public policy initiative, thus a strategy was developed to observe and describe collaboration by collecting interview and survey information from the directors of each of the eleven FBCI centers in the federal government. These directors or managers are the key “administrative actors” of the organization (H. G. Frederickson, 1999). As such, their daily work involves actual collaboration and conjunction activities - providing an excellent opportunity for observation and measurement.

4.5 Theoretical Propositions

4.5.1 Exploring the relationships: Administrative Conjunction as Collaboration

The research explores, using case examples, how administrative conjunction can describe and identify the breadth and depth of collaborative relationships. Each participant experience is informative toward that goal. When taken together all the case experiences of the FBCI center directors permit a multi-case type analysis that should indicate trends and patterns. It is important to understand both the depth and the breadth

of the networked relationships. These concepts are not measured numerically. Instead, the qualitative data from each case provides sufficient insight into collaboration between these FBCI managers. Results are presented in the context of the cases examined - FBCI center directors in relationship with one another.

4.5.2 Antecedents and conditions: Context of Collaboration

Conjunctive relationships, like all collaborative and networked relationships, occur in context. They are situational. While it is not essential to demonstrate the existence of a certain set of pre-conditions that lead to conjunction, it is important to acknowledge the idea as discussed in some of the literature. The idea of antecedents to collaboration is consistent with research on networks (R. Agranoff & McGuire, 2001b; M. McGuire, 2002; M. McGuire, 2006a) and collaboration (Thomson & Perry, 2006a) which suggests the existence of identifiable conditions that usually exist prior to network or collaborative activities. These conditions can be structural, organizational or personal. While Frederickson (K. B. Smith & Frederickson, 2003 p. 224) actually proposes a set of formal antecedent conditions for conjunction, this research does not attempt to operationalize those conditions. However, I recognize the potential gap between theoretical concept and operational and in the findings section I briefly describe and assess the context of collaboration in the FBCI cases.

4.5.3 Behaviors and Activities

The basic method of identifying collaborative behavior as administrative conjunction involves translating theory into observable behaviors. Frederickson's specific hypotheses were detailed and well founded (Appendix F), but they were not yet practical for research or application. I created a data collection strategy for each of these concepts with the intent they would indicate the relative presence of administrative conjunction (collaboration). In other words, if a majority of these conditions is observed, then I assume conjunction is occurring between FBCI managers. This exploratory study does not attempt to quantify the amount of administrative conjunction (but that should be

a goal for future research). Drawing from Frederickson's overall hypotheses of administrative conjunction, I developed a summative operational concept of the behaviors of administrative conjunction (H. G. Frederickson, 1999 p. 709).

Table 4.1 Administrative Conjunction: Theory to Practice

Theory (H. G. Frederickson, 1999)	Administrative Conjunction in Practice: What to Look for in the Cases
Administrative conjunction is a mostly administrative phenomenon.	Administrative activities are key components of conjunction.
"When the practices of conjunction need to be formalized and ratified they are taken to jurisdictional political leaders for approval."	Elected officials are not usually involved in conjunction but their sanction is usually needed in order for conjunction to happen.
"Jurisdictional politics and political institutions serve as the broad context within which interjurisdictional administrative conjunction occurs."	Organizational boundaries are essential conditions for conjunction. Jurisdictions and boundaries are antecedents to conjunction.
Proximity to power and politics.	Administrative actors have some relationship to the political power and authority and the proximity of this relationship is potentially important to conjunction activities.
"Functional professionals practice administrative conjunction based on legitimating assumptions of expertise, knowledge, shared beliefs, causal beliefs and sense making"	Like-mindedness: Understanding who the collaborators are and their background is important. Conjunction usually involves like-minded professionals.
	Conjunction usually occurs to achieve bigger picture goals or problems.
Public purposes: "Functional professionals will engage in interjurisdictional administrative conjunction to address problems that cannot be jurisdictionally contained and to thereby reduce collective uncertainty. Public management professionals engaged in conjunction appear to practice a form of "representation" of a generalized "public interest" extending well beyond their jurisdictions"	Conjunction is likely when there are issues that cross organizational boundaries.
"Jurisdictional professionals engage in administrative conjunction in the shadow of their agency hierarchies - foregoing time given to their hierarchies for time given to conjunction."	Collaborators make choices about transactional costs. They usually determine that conjunction is worth the price.
"Conjunction is almost completely functional, contained within semiautonomous policy subject matters."	Conjunction is usually related to specific projects, topics, or issues.
"Sub government (subunits) can be induced to practice administrative conjunction by central governments (units)"	While the impetus for conjunction is actor-to-actor, organizations can set the stage and create a context for successful conjunction

Administrative conjunction was operationalized using a combination of measures and concepts. Taken together, these wide-ranging constructs represented a best, first effort to breathe life into what appears to be a useful theoretical construct.

4.6 Questions and Data Collection

4.61 Guided Conversations and Data Collection

The dissertation research was planned through a series of meetings and telephone conversations with members of the White House Office of Faith Based and Community Initiatives staff. The initial research topics and methods were discussed and explained. Additional feedback on the research strategy was provided by a former FBCI agency center director who also served as an introductory contact with the White House and other FBCI directors. This former director contacted each FBCI center director via email to introduce me as the researcher and provided some background on the project. His endorsement of the effort was a key factor in providing the level of access I eventually received from participants. I was fortunate to obtain access to high-level federal officials who spent time sharing their views and working with me to uncover issues of collaboration and success.

I sent the FBCI directors an email and fax introducing the study, informing them about the process, and notifying them of a phone call to discuss the possibility of participating in the research. Email and telephone calls were used to determine the best format and location for the semi-structured interviews, each of which lasted for thirty minutes to one hour. Between May and July 2008, I conducted semi-structured interviews with eleven FBCI directors. Seven of the interviews were conducted in person in the Washington DC offices of each agency. Four interviews were conducted by phone due to scheduling conflicts and other circumstances. The interviewer recorded the audio

portion of interviews. The recordings were maintained in a secure location in the files of the researcher and will be destroyed within one year from the date of the interview.

The shortest interview lasted forty minutes while several interviews lasted over an hour. The average interview time was approximately fifty minutes in length. All interviewees were open, forthcoming, and direct in answering the questions. All provided supplemental opinions, information, and perspectives that enhanced the data collection effort.

The questions focused on how the FBCI center directors collaborate. The interviews gathered data about communications, meetings, structures and other activity that could shed light on the formal and information relationships between the directors. Additional questions were included to obtain information on the demographic, professional and other characteristics of each director, which helped understand the overall working relationships. Finally, a set of questions probed for input on the various perspectives for evaluating success for each agency (Babbie, 2002). (See Appendix A for a list of specific questions) The researcher, who was also the principal investigator (PI), conducted the interviews and used probes to clarify and/or expand participants' responses as needed (Creswell, 2003).

Supplemental interviews were conducted in Washington, D.C. with members of the White House FBCI staff as well as a former FBCI agency center director. These interviews served as member-checks and helped to insure that research questions were relevant, appropriate and properly phrased to insure accurate data collection. Information from the supplement interviews is not included in the summary of data but they are discussed in the concluding chapter of the dissertation.

One significant change to the interview questions was the deletion of questions that were originally conceived to be asked in a pre-interview web-based survey of federal FBCI directors. The pre-interview survey was eliminated based on the suggestion of the White House FBCI staff who expressed concerns that the research not impose

unnecessary time and resource requirements upon participants. The survey questions were integrated into interview questions. Some of the questions that seemed appropriate during the survey design phase were eliminated because they were not well received during the interviews. Questions related to religious and political affiliation as well as the questions which asked managers to rank their management and political skills against their peers might have been appropriate in a non-interview setting, but they were clearly uncomfortable to both the participants and the researcher in a face-to-face interview setting. For example, when I asked participants to categorize their religious faith, the first two participants reacted awkwardly and seemed very uncomfortable answering the question. At that point in the process I adjusted the question strategy. Instead of asking them to disclose their religious beliefs and activities, I asked them to discuss their personal motivation for their work. This served as a proxy to obtain the same sort of information the original questions were designed to uncover. In the end, this rephrasing of questions got at the same concepts and adequately explored the theoretical propositions related to motivations and like-mindedness among the FBCI directors.

Although the interviews were structured and questions were asked according to the interview script, the sequencing of questions differed for each interview because of the conversational form the interviews took. All participants were at first hesitant, then quickly warmed to the conversation. The result was a meaningful dialogue between the researcher and the participants about a variety of topics related to the research, but not specifically discussed in the order of the survey structure. As with so most qualitative data collection techniques, the trade-off between strict interview protocol and the opportunity to collect robust, unscripted data was appropriate.

Respondents also suggested that I add topics and questions to the research. For example, one of the first participants suggested that I quiz all participants about their own views on what could have been done differently in the FBCI at the agency and initiative-wide levels. Another significant addition was the discussion of internal

collaborations. It became apparent to me after several interviews that internal collaboration within each agency was important to participants and potentially significant to the findings of the research. Questions were added to the interviews to obtain data about the nature and scope of these collaborations. These additional questions led to valuable insights about success perceptions and collaboration observations. I would have probably not uncovered these topics without the personal interviews because a survey instrument delivered via paper or web would not have allowed this type of interactive discovery of the key units of analysis.

4.7 Sample

The average tenure for ten respondents was 2.1 average years on the job but that average is artificially increased by the presence of one longer-term employee. If that employee is removed from the average, then the job experience decreases to 1.7 years. Six of the ten respondents had one year or less on the job at the time of the interviews. Although the directors might have been new to their position in the FBCI, over half of them had worked either as a deputy director or as a member of the White House staff prior to their appointment as center director. One director suggested that most political appointment positions tend to be higher turnover late in a lame duck administration, which makes sense but cannot be documented in the literature. In fact, the average length of federal service for respondents was 6.1 years and two respondents had almost twenty years of federal service. Even the respondent with the least federal experience had three and a half years spent in the federal government. Three of ten respondents had state government experience. Eight of ten respondents indicated previous nonprofit or community based experience – all of which were faith-based. Include this type of information in your picture of the respondents. Three directors held doctoral degrees, four held master's degrees, and three held bachelor's degrees. There were four female and six male respondents.

Table 4.2 Summary of Background Information for Research Participants

Average job tenure	2.1 years
Previous employment in FBCI or White House	5
Average federal service	6.1 years
State Government experience	3 of 10
Faith based non-profit or community based experience	8 of 10
Doctoral degrees	3
Master's degrees	4
Undergraduate degrees	3
Male	6
Female	4

4.8 Procedures

4.8.1 Instruments, Data and Procedures

One expects to see patterns of behaviors emerge which would characterize administrative conjunction and thus identify collaboration. In order to assess the breadth, depth and impact of these behaviors, the research uses qualitative information drawn from interview discussions. The qualitative data obtained from interviews was sufficiently rich, providing a wide range of first-source information for eleven cases.

The initial study was proposed with multiple phases of data collection, but was later limited to in-person interviews and review of source data. The first proposal included pre-interview, web based survey of FBCI center directors. It was to be sent to participants prior to the interviews, but as was noted in the previous section, the survey was dropped from the plan at the request of the White House Office of Faith Based and Community Initiatives due to concerns about the workload and availability of FBCI center directors. The second phase consisted of actual interviews with FBCI federal center directors. These interviews included structured and open-ended questions to ascertain both the perceptions and behaviors of these key administrative actors. Additional data was collected from secondary sources throughout the study.

The interviews were conducted with the assurance of anonymity for all participants. Participants were informed prior to the research that data and results of the surveys and interviews would not be personally identifiable. The reason for anonymous

data was the sensitivity of the research subjects, who all hold highly visible and politically appointed positions in the federal government. This provision was discussed with the White House Office of Faith Based and Community Initiatives as well as several of the prospective interview subjects, all of whom agreed that participants would be more likely to agree to interviews and share information if they did not have to worry about the information being used in a political manner against the FBCI. However, it should be noted that once the project was approved and explained, all the FBCI agencies were extremely cooperative. While almost every participant was sensitive to how the FBCI initiative would be portrayed in the study, no participant appeared to withhold information or refuse to answer questions. Recognizing the inherent problems that can be caused by anonymity in case study research (Yin, 2003a p. 158), it was the view of the researcher that access to these high-level federal managers and their unfettered responses was worth the trade-off.

4.9 Protection for Human Services

To assure privacy, confidentiality and anonymity of the participants, the names, or any other identifying information was removed from presentations of quantitative and qualitative data. Before the data collection, approval to conduct the project was granted by the researcher's supervising committee and the UTA Institutional Research Board. Confidentiality and professional research ethics were maintained throughout each aspect of the research. Potential risks to the respondents were described, as well as the procedures planned to minimize risks. Potential benefits to the participants were also outlined. Finally, the protocol to ensure data confidentiality was included in the text of the surveys and delivered in writing to participants prior to the interviews. Voluntary participation in the study was emphasized with the explanation that the respondent may withdraw from the study at any time without penalty. Data was coded with a unique ID number for each participant to help assure confidentiality.

The Institutional Review Board (IRB) of the University of Texas at Arlington reviewed and approved the research protocol before implementation. Additionally, the research plan was discussed with the White House Office of Faith Based and Community Initiatives to facilitate full access to the data. The research followed ethical standards and research protocols to maintain the integrity and confidentiality of the data and the results. Sections of the data collection which require anonymity or confidentiality have been handled accordingly. Risks and benefits were explained to the participants in writing prior to survey interviews or other data collection methods. Participants were given the opportunity to withdraw from the study at any time. Information was provided to participants on how they may obtain results of the study.

4.10 Reporting

Yin (Denzin & Lincoln, 2000) proposes that research - whether qualitative or quantitative - shares four common pursuits. The researcher must bring expert knowledge to bear upon the relevant phenomenon studied while rounding up relevant data, examining rival interpretations, then pondering and probing the degree to which the findings have implications elsewhere. These pursuits guided this study.

The results of this research are reported as a cross-case analysis in which synthesizes the data according to the theoretical framework of collaboration and success. Examples from individual cases will be used to illustrate key points. The results and findings are presented in Chapter Five. Various descriptive data is available in that chapter as well as the appendices. Post hoc exploratory data analysis examined the data in combination to assess implication and impacts. Relationships and trends were observed and documented in the findings section of the dissertation. Descriptions and contextual information regarding the FBCI center directors are documented along with the generalizations developed from the emerging patterns and themes.

4.11 Data Analysis

According to Creswell (Creswell, 2003), it is important to use systematic steps to derive a general theory of a process or interaction. The strategy involves the constant comparison of data with emerging categories. Following these steps, all interview and survey responses were read through in totality before any interpretations were drawn. This gave the researcher a general sense of the data and a reflection of its overall meaning.

"There are likely to be more variables of interest than data points" (Yin, 2003b p. 13). Multiple case studies tend to accumulate large amounts of data. It is imperative that the researcher organize this data in a meaningful and efficient manner. A practical component of the methodology was the decision of how to maintain and organize the qualitative data. While there were software products and other tools available, it was determined that the systematic creation of a case database (Yin, 2003a p. 105) for this data could be accomplished using common spreadsheets. This tool allowed indexing and analysis of textual and other data sources - particularly text derived from interview and survey narratives or transcripts. Of course, the burden rested upon the researcher to understand the data in the context of the literature. For this case study, the quoted text from transcripts served as the source of information for the case study and cross-case analysis. No secondary coding was necessary in order to organize and analyze the data. The data was organized in a manner intended to show connections to theoretical proposition, connections among the cases, and connections to previous research (Yin, 2003b)

4.12 Other Data of Interest

In theory, administrative conjunction is more likely to occur among and between "like-minded" professionals. Personal and demographic characteristics of the directors and managers of the FBCI agencies were explored as factors to inform this operational concept of administrative conjunction. The characteristics were also important because

of their potential to function as variables of interest to help with comparative analysis and explore relationships.

Initially these variables of interest related to the characteristics of administrative conjunction and include the categories of demographic, vocational, educational, religious, political and non-profit data on the individual directors. These variables were altered and amended as the research progressed, building upon each other as more became known. Data was collected to describe the like-mindedness of FBCI managers (see Appendix G). These variables were worth measuring based on the premise that individuals with common motivations and similar backgrounds find it easier, or are more likely to, collaborate.

4.13 Role of the Researcher

According to Fontana and Frey (Fontana & Frey, 1998) successful interviews, whether structured, unstructured, or semi-structured, share several common challenges. My research faced these same challenges. Fontana and Frey provide insight into the data gathering process and steps taken to assure its integrity. These insights were useful in preparing for the interviews and understanding the challenges.

The first challenge was gaining access to information. The bulk of data came from high-level federal managers, so their willingness to participate in the surveys and interviews was an important consideration. The second challenge was to understand the language and culture of the respondents. To meet this challenge I took the necessary steps to acquire a working knowledge of the FBCI initiative and the complex political environment surrounding the FBCI. Another challenge was locating insiders for additional information and guidance. I developed preliminary contacts within the FBCI in preparation for this study, thus providing a realistic assessment of the kinds and type of information that might be available. I also assessed the willingness of the participants to be included in the study. The fourth challenge required me to make decisions on how I presented myself as the interviewer. Because of the preliminary relationships and

contacts within the FBCI, there was at least some amount of familiarity between the researcher and some of the respondents. A fifth challenge was gaining trust. Trust was particularly important for this study because of the intensely defensive political environment where the inquiry had the potential to be perceived as an attack or attempt to discredit the FBCI. I established trust by gaining the implied, if not official, approval of the White House FBCI Office to conduct the study and by having a former FBCI center director vouch for me and introduce me to the other directors.

There were two additional challenges. I had to figure a way to establish rapport. It was important to gain access to the data, but I had to balance between objectivity and personal or political considerations. Rapport was not a substantive goal of the interviews but I did establish various levels of rapport with respective participants. This rapport was most likely based upon common experiences or interests that became apparent during the conversations. Additionally, I had to collect actual documentation. This could have presented challenges due to the somewhat unstructured nature of the FBCI organization and the overall size of the agencies that were part of the study. For example, it was perceived that some of the information related to agency success exists only as internal agency documentation. In the end, access to information was much easier once interviews and conversation broke down barriers of potential mistrust and skepticism.

4.14 Interviewer Bias

It is important to acknowledge potential research bias so the reader may understand the investigator's possible biases or assumptions that may influence the research process and outcomes (Creswell & Plano Clark, 2007). My connections through friendship to the former FBCI director and other members of the Bush administration have been acknowledged as potentially biasing this study. Accurate documentation of the research questioning and data has been the best defense against effects of the potential bias.

4.15 Importance of the Research

The importance of this work will be judged by the researcher's ability to advance theories and practices that explores collaboration. There is a paucity of research in the area of public networks and collaboration at the federal level. This is not to say that the topics of intergovernmental relations and federalism are not richly explored, but rather to suggest that research on networks and public collaboration tends to focus on the local, regional or state levels, and that it tends to be focused upon the public sector to non-governmental relationships. Agranoff and McGuire (R. Agranoff & McGuire, 2001b) presented a list of important research questions related to public network management research. They noted only a few scholars conduct "empirical research with the expectation that it will lead to additional research, and too few provide empirical researchers with questions to consider and hypotheses to test.

This research attempts to extend theory by building upon the existing work related to administrative conjunction. Authors like Frederickson (Frederickson, 1999) Wood (Wood, 2004a), and Thurmaier (Thurmaier & Wood, 2002a) do not focus a great deal of attention to the operational definitions, instrumentation and methods at the local or regional level - which is not to imply that they ignore it, but rather that opportunities exist to enhance the scholarship. This research breaks new ground in order to explore administrative conjunction.

Another purpose of this research is the application of the administrative conjunction concept at the federal level. Only a few of the methods used in previous administrative conjunction studies at the local level were relevant for the FBCI research, therefore new methods were devised for this study. While Frederickson's original concept was developed in the context of local government, he stated, "there is no reason that it could not be expanded to include federal or other levels of government interaction" (Frederickson, 2007)

This research is both descriptive and exploratory. In the big picture, I hope my effort may be viewed as a step toward integrating the further study of intergovernmental relations with the evolving work of collaboration and networking (i.e. administrative conjunction). This research also has other outcomes, including information on how conjunction fits into the overall discussion of collaboration and networking. It also added to the body of research related to federal agency interaction and intergovernmental relations, laying the groundwork for further studies using administrative conjunction and collaboration theory at other levels of government - particularly within the FBCI state-to-state or local to non-profit relationships.

Finally, this research contributes to the overall exploration of the Faith Based and Community Initiatives by adding in depth qualitative data about the initiative at the federal level. It contains what I believe to be exclusive data from FBCI center directors, which in and of itself represents a valuable contribution to scholarship.

The work of this study is to explore and understand the breadth and depth of collaboration. The dissertation uses qualitative cross-case analysis methodology. This exploratory study is the first to operationalize administrative conjunction theories and to extend the theory to the federal level.

CHAPTER 5

FINDINGS: ADMINISTRATIVE CONJUNCTION IN THE FBCI

5.1 Introduction

The focus of this dissertation is to examine the depth and breadth of collaboration within the FBCI. I proposed that FBCI center directors would collaborate in a way that is identifiable and operational. The results of my research indicate that FBCI directors do, in fact, collaborate, but the collaboration is much different than predicted.

5.2 Collaboration: Internal and External

The original focus of this research was on the horizontal collaboration between and among FBCI center directors. The research methods were set up to determine as much as possible about the nature, depth and breadth of their collaboration with one another. Using the conceptual framework of administrative conjunction (horizontal collaboration between likeminded professionals) as a lens, I conducted substantive interviews with FBCI federal center managers and leaders. It quickly became clear that the relationships between FBCI center directors were collaborative and were appropriately viewed through the lens of conjunction.

As the research progressed through the first few interviews, FBCI center directors discussed external collaboration (center-to-center) with noticeably lukewarm enthusiasm. On the other hand, they were enthusiastic about the importance of the internal collaborations they had within their own agencies. All respondents highlighted the importance of internal collaboration despite the focus of my interview questions on external agency-to-agency collaboration. FBCI center directors indicated internal

collaboration was more prevalent, more important, and more frequent than external collaboration. As the interviews continued, this theme emerged strongly and has become the major finding of my research.

5.21 Directional relationships

What was initially a study of horizontal relationships among FBCI center directors evolved into a descriptive assessment of multi-directional collaborations for the FBCI centers. The findings indicated the relevance of relationships among FBCI centers as well as important internal collaborations between FBCI centers and organizations within their own agency. An additional dimension identified by the findings was the FBCI center relationship with the White House FBCI.

This chapter discusses the findings. First, I discuss findings related to the type of collaboration that was observed. Next, I compare the collaboration types and summarize the findings in terms of how much collaboration occurs, when it occurs, and who collaborates. I conclude the comparisons with a discussion of the findings related to the role of the leadership, coordination and authority in how the centers collaborate.

5.3 External Collaborations – FBCI center-to-FBCI center

5.3.1 How much external collaboration occurs?

FBCI center directors do not appear to spend significant time on cross-agency collaboration activities except for very specific situations (providing initiative wide services, cross-jurisdictional topics, constituent requests). Respondents report a regular sharing of information both generally and for projects, but no director indicated that collaboration with other centers required an inordinate amount of time or resources. An experienced director stated, “We work as a team. We are all placed within an agency. I've worked with almost every director on some project or another.” Another respondent indicated, “Every day I talk to at least one of them. Some I won't see until some event. It just depends on what is the issue de jour.” A third director added, “I know other directors

and enjoy interacting, but the most I ever talk to them is when we are all traveling to conferences nationally.”, which echoes a theme repeated by several directors who indicated that events provided the most common excuse and opportunity to be with their fellow directors.

Regular Thursday reports to the White House and other meetings were reported as obligatory for each FBCI center. There were discrepancies in how the directors described the frequency of the center director meetings. One director reported the meetings happened very regularly while at least two said the meetings were infrequent. Email and telephone contact was reported as another common way to communicate between centers but it certainly was not described as a burden. However, the majority of respondents reported they focused heavily on FBCI responsibilities in their respective agencies.

The data also indicates a level of collaboration by staff members of FBCI centers with other centers. Six directors indicated staff level cooperation across FBCI centers. There appear to be at least two meetings per year at which staff other than the directors get together, but staff members regularly collaborate on data collection, event planning, and information requests. Staff members also see one another at FBCI conferences, roundtables or other events. This informal, but regular, contact serves as an opportunity for interaction.

5.3.2 When (under what situations) does external collaboration occur?

Collaboration occurs with the big picture in mind Respondents indicated that the most meaningful and productive cross-agency collaborations to result from issues that cross jurisdictional (agency) boundaries. One example is the homeless veterans' initiative that cuts across several FBCI center agencies (VA, HUD, HHS, DOC, and DOL). Prisoner re-entry is another topic on which multiple FBCI agencies are working together (DOJ, HHS, DOL, ED) See Figure 5.1 for a broader listing of the issues addressed by the FBCI overall.

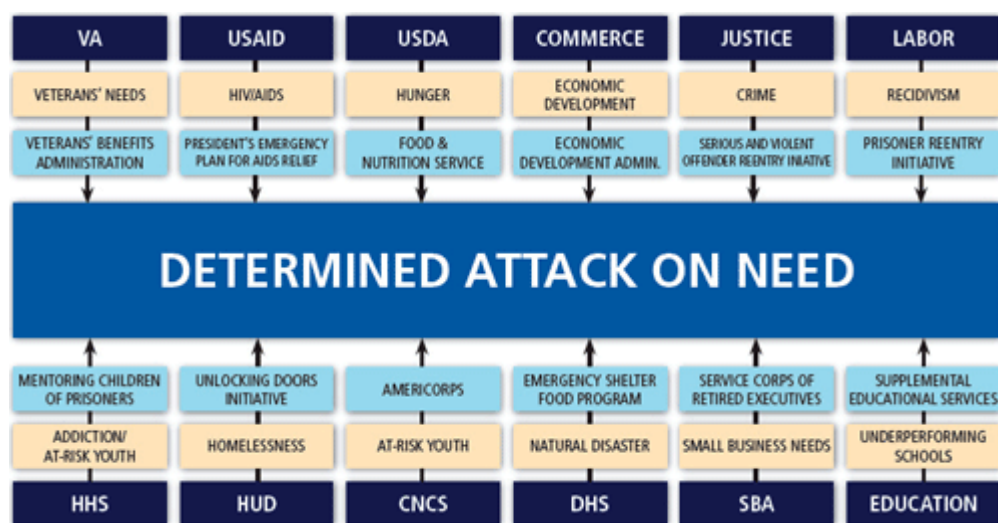


Figure 5.1 FBCI chart of big-picture issues (Quiet Revolution, 2008)

As one director noted, “FBCI has been an amazing catalyst for building collaboration in a lot of areas that would not have come together. There are many silos in a system like this. People come together around an issue.”

Occasional projects with faith based or community organizations required FBCI centers to work together on issues or projects that crossed agency jurisdictional boundaries. Constituent requests often require collaboration because FBCI centers sometimes serve as entry points for individuals and organizations whose project or interest spanned the capacity of multiple agencies. A director of a large center said FBCI centers “work with (external) organizations whose needs cross agencies as well.” The centers collaborate to plug constituent organizations into the horizontal FBCI network.

5.3.2.1 Collaboration occurs when there is a specific need

Center-to-center collaboration was reported for administrative tasks like events, data collection, and sharing of best practices. Another of the main reasons for working together was planning of and participation in FBCI events. There are several FBCI conferences and roundtables each year that appear to provide built in opportunity for interaction.

When asked to discuss their work for the overall FBCI effort that did not directly involve their own agency, directors described how specific centers located in agencies with relevant resources provide the remain FBCI centers with initiative-wide services and resources such as legal policy analysis, conference and event management, data collection or information. This activity appeared to be based upon need and dependency. For example, the demographic data provided by one of the agencies was critical for the remaining agencies because they would not have been able to collect it easily on their own. Even though several of the directors indicated strong internal collaboration with their agency counsel, initiative-wide legal research and analysis was mostly performed by a single agency and then shared.

5.3.2.2 Collaboration occurs when there is an incentive

There are incentives to collaborate within the FBCI. Three respondents used the phrase “cross-pollenization” when discussing why they collaborated. This follows on a best practices theme that was prevalent in the interviews. Collaboration occurred when agencies sought ideas from their colleagues. Some of the larger and more successful FBCI agencies served as an example of best practices for the newer directors. For example, one administrator offered, “We often use Agency X as a template for our own activities.” “Everyone always keeps one eye on other centers to see what they are doing well.” One director provided insight on a broader view of collaborative incentives by claiming, “We have very collaborative relationships because the overall issue is collaborative.”

Presidential Management Agenda (PMA) scorecard goals for the FBCI contain inducements to collaborate. For example, PMA standards for FBCI success include “works with Federal formula program offices”, “strengthen the partnership between FBCO and the Federal government”, and “assists Federal programs”. (PMA, 2007) These performance goals set the expectation of collaboration as a result instead of a process. Alternatively, as one FBCI director stated, “the OMB performance scorecard process

creates the expectation that agencies will collaborate and has this expectation built into the evaluation process at several levels.”

5.3.2.3 Collaboration occurs when it is efficient

The director of one of the larger centers identifies the efficiency of working together, "We work together doing what each does best." The centers that provide initiative-wide resources (e.g. data, legal) have specific expertise so collaboration with them makes sense in terms of time and effort spent to accomplish tasks. Another director speaks to the expediency of the FBCI centers when he bluntly acknowledged "As politicals we are not here to log time," indicating a sense of urgency and the need to collaborate in order to accomplish more.

Collaboration between centers is mostly informal. There are few formal working agreements between FBCI centers and they mostly happen when finances are involved - when funds are transferred between agencies to put on conferences or events. These documents and other information shared between centers are not official agreements so there is little paperwork involved when centers work together. This presumably reduces the amount of time and effort required to accomplish goals and complete projects.

5.3.3 *Who is more or less likely to collaborate?*

Individuals with similar backgrounds, interests and motivations are more likely to collaborate. According to Frederickson's theory, horizontal administrative conjunction is more likely among like-minded professionals. This is a key component of administrative conjunction. To explore these concepts required an understanding of the professional experience of the FBCI managers, information about their careers, jobs and background. Most of the demographic type participant summary information may be found in the methods chapter of my dissertation, but there are a couple of important elements to summarize here.

Most of the FBCI directors share similar motivations for working in their agencies. When asked about personal motivation for working with the FBCI, seven of ten

respondents indicated that religion, faith, or theological viewpoints were an important motivation. Five also indicated that their worldview or political philosophy served as motivation. Several directors talked about making a difference. For example, a director stated, "I am a Christian and have strong beliefs about the usefulness of faith based organizations", while another said, "I had more personal interest in seeing nonprofit, government, and the private sector working better together as an essential part of how government does business. There must be a much greater level of collaboration for helping people. I am rewarded by actually implementing things in executive branch and seeing direct results". Similarly, a director said, "I have a chance to act on my values and have a direct impact." As one director theorized, "Generally the initiative has a higher than average number of faith based motivations and higher than average political motivations". To that end, two directors cited "support of the President's initiative" as a motivation, but no respondent mentioned partisan or political reasons for their personal job motivation.

FBCI center directors are relatively homogenous in their work background; experience and personal motivation (see Chapter 4 for detailed information). FBCI center staff are also similar in their background in faith based and community organizations (eight had been affiliated with a faith-based organization at some point in their career), their previous experience in the federal government (their average federal government service was over six years), and their expressed specific reasons for doing the work. For this reason, it is difficult to discern the degree to which like-mindedness influence external collaborations.

Another key indicator is the path by which these individuals reached their positions. All FBCI directors and almost all FBCI staff members are politically appointed positions. As such, the nature of the political hiring process at this level would tend to eliminate individuals who fall outside a certain set of ideological or political beliefs. While it was clear that the FBCI center directors do not agree with the administration on all

issues, they certainly are more likely to agree more often than not. The FBCI hiring and vetting process probably results in homogeneity that is not typical of collaborative situations.

Individuals with more experience on the job are not necessarily more likely to collaborate. There were observable differences between FBCI directors who had previous experience and those who had none. The directors who had been with the initiative (about half of them) in some capacity for several years were clearer in their articulation and understanding of a wider range of issues. They exuded a 'been there, done that' confidence during the interviews. However, this experience factor did not necessarily translate into greater collaboration. For example, one experienced director talked at length about the importance of collaboration within his (or her) own agency, but not very much about collaborating with other FBCI centers other than the structured meetings and projects. Additionally, this experienced director struggled to remember the names of several FBCI center director peers in other agencies. In fact, three of the more senior directors struggled to name some of other FBCI center directors. (Admittedly, there had been turnover in the positions during the year prior to the interviews, but one might assume a greater degree of familiarity among such a small group. Note this was not a formal question, but it came up when asking for directions or office locations. Name recall is no statistical indicator but the observation seems relevant because one of the practical outcomes of collaboration would be familiarity.)

5.3.4 What is the role of the White House FBCI office in center-to-center collaboration?

The FBCI is a highly visible, politically important initiative of the Bush administration. As such, each FBCI center is ostensibly connected to both the president and his political appointees. Every FBCI center director and a majority of the total FBCI center staff are actually politically appointed.

The role of political officials is not direct but it is relevant for successful conjunction. While there is clear presidential interest in the FBCI, and the initiative is

staffed by political appointees, the daily business of the initiative appeared to be largely uninterrupted by political considerations or activities. No respondents reported interaction with the President, but a majority of the respondents did indicate they regularly attend White House related events (FBCI, political, or social) at which the President is present.

It is also important to review the role of the White House Office of Faith Based and Community Initiatives office because they, too, are active in the work of FBCI centers. The White House FBCI office plays a coordinating role. While the White House Office of Faith Based Initiatives has no formal control over respective FBCI center directors, it was important to understand whether conjunction is forced or voluntary (in perception or reality), or a combination of both. The White House FBCI Office implements the President's vision as expressed in the FBCI executive orders and communicates about the initiative by maintaining a consistent messaging strategy.

All respondents reported at least weekly contact with the White House. Five of them said they spoke with or emailed someone at the White House FBCI office on a daily basis. Two respondents cited the external presence of the White House FBCI Office as a reason for collaboration. One said, "Our incentive is the White House", while another added, "Weekly reports to the White House are a motivator - we receive helpful and not accusatory feedback from them, which makes us more eager to collaborate". Respondents indicated the White House FBCI office facilitated collaboration by pushing forward with initiative-wide projects and activities.

The White House FBCI Office hosts quarterly meetings of center directors and occasional meetings with additional staff. Four respondents said the meetings were required. Others made it clear that attendance at the meetings was expected, but not explicitly mandated and two directors indicated that they did not like to miss the meetings because of the helpful exchange of information they contained. All respondents indicated the deputy directors represented respective agencies when the director could not attend.

It appears that almost every one of the organized meetings among FBCI directors is organized or initiated by the WHFBCI.

Based on the information from respondents, the White House also appears to have a coordinating role for the FBCI centers - particularly on initiatives that cross the agencies (e.g. Prisoner Reentry Programs). The White House FBCI office also sponsors events and activities related to the initiative. All of the respondents indicated they believed the White House office was accurately reflecting the President's policy preferences. Two FBCI center directors commented on what they believed was a strong accountability role of the White House FBCI Office. "They help us follow appropriate channels" and the strong relationship with OMB and OPM gives the White House "power to say how you are going to accomplish things". Another added that the White House FBCI office "has power because my boss (the Secretary) reports to president, which means the White House is the real authority". Several respondents indicated a strong, almost supervisory, relationship expectation created by the White House.

Three directors cited a "dual reporting structure". One director stated they worked directly for the White House. Two others mentioned a "dotted line" reporting relationship. In explaining the dual reporting, a director said, "I have an official boss. We are an Agency X office, I report to the Office of the Secretary, but the President leads the executive branch and the White House FBCI office carries out the initiative - which may be uncomfortable for some, but parallel to what one might experience in the military with a joint posting"

A senior director summarized the role of the White House FBCI. "The White House encourages collaboration. They view us as a team working together." No director could cite written rules about collaboration, but three directors specifically indicated a White House FBCI office management style that has resulted in more collaboration. "Different White House staff have managed differently" according to one director. Another added, "I sense an overall change in collaboration during my time here." It was

also suggested that collaboration is now encouraged “because the workload is so much for everyone”; with the implication being that, the White House is responsible for generating much of the demand and workload. Collaboration and conjunction in the FBCI appear to be related to the White House FBCI and the leadership style of its director.

Respondents indicated their ways of communication across agencies - a key component of collaboration. FBCI directors collaborate using email, telephone, infrequent meetings and activities. There is more vertical communication with the White House FBCI and with internal agency partners, than horizontal contact with fellow FBCI directors. Most communication is related to events, projects or special services provided by FBCI centers to one another. There is also an apparent hierarchy of authority in the communication - peer-to-peer horizontal communication brings with it no particular authority while vertical communication from the White House FBCI carries implied authority.

While the impetus for conjunction is actor-to-actor, organizations can set the stage and create a context for successful conjunction. In the case of the FBCI, the White House office sets the stage and creates the context for conjunction. Thus the WHFBCI "induces sub government units to practice administrative conjunction" (Frederickson, 1999).

5.4 Internal Collaborations – Within Cabinet Agencies

5.4.1 How much internal collaboration occurs?

All respondents indicated they collaborated within their agencies. A majority of respondents indicated the internal collaboration was more prevalent, and more important, than external collaboration. There were some common types of internal collaborator across the FBCI centers. Examples of internal collaborators included: agency, bureau department and unit staff; field and regional offices; legal counsel, fiscal officer, or other

administrative staff. Figure 5.2 illustrates some of the possible internal collaborators for each FBCI center.

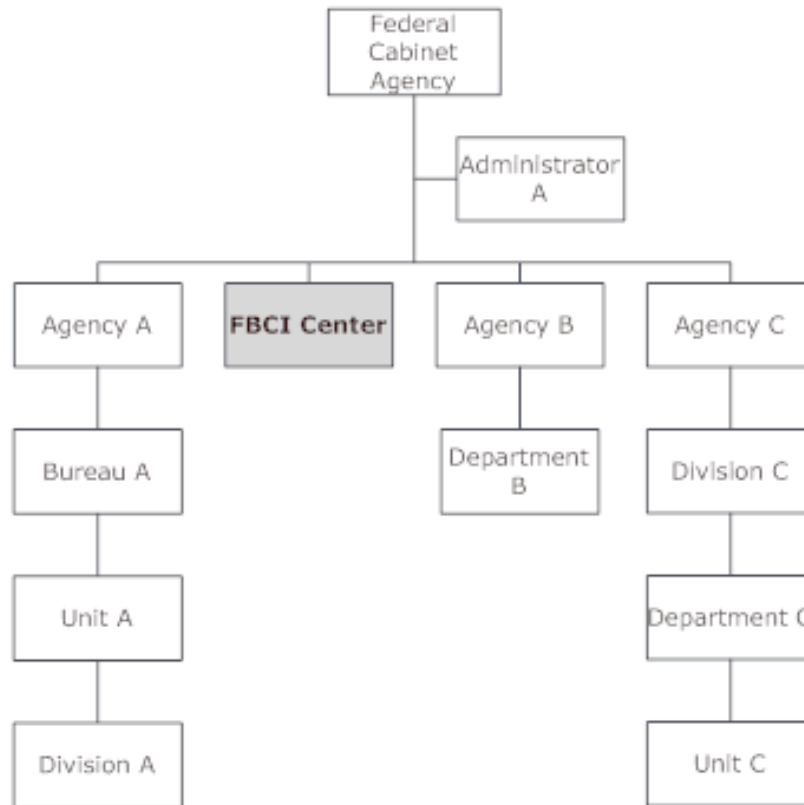


Figure 5.2 Internal Collaborations - FBCI

Center directors work on FBCI issues both in the context of the specific missions of their respective agencies and as a part of the larger federal FBCI initiative. Only three of the ten respondents had work assignments other than the FBCI. Of the three FBCI centers with other responsibilities, these other duties did not constitute more than an average of ten percent of their time. Time spent on non-FBCI internal collaboration was minimal.

Seven of the respondents indicated their internal collaboration was not formal. Two centers have formal advisory groups within their respective cabinet agency, another has a steering committee and one agency is trying to create a more formal advisory group. For several of the centers, formality was contextual. Agencies with military or

hierarchical structures seemed to require what one director called “more formality for collaboration” at a certain level, but no respondent indicated official constraints on internal collaboration.

A director stated, “We have approvals to talk to people above or below your level because email circumvents that.”, which indicates that email has empowered a certain type of collaboration which might not have been possible due to the formal communication requirements that had been in place within and across federal agencies in the past.

Centers identified an average of four key internal collaborators each. In other words, of the potential collaboration partners within their own cabinet level organization, the average FBCI center collaborated with four of them. For some agencies, the number of internal collaborators was limited by the size and mission of the agency. For others, the possibilities of collaboration are numerous. Centers in agencies with national or international field offices indicated they had hundreds of potential collaboration points that were being explored, but this research focused on the key collaborations that center directors have at the agency level.

The proportion of actual internal collaborators available to directors gives a more balanced view of this topic because of the wide range in sizes among the agencies. One FBCI center indicated they had twelve internal collaborators, but most centers reported just a few strong collaborations. The average number of internal collaborations for all ten respondents was 4.3, but if the agency with twelve reported collaborations is removed from the calculation, the internal collaboration average for FBCI centers was 3.1. However, given the relative size of each agency in which the FBCI centers are located, the raw number of internal collaborators did not provide a full picture. For example, if agency X reported four internal collaboration partners out of twenty available partners, then their collaboration percentage could be compared more fairly to agency Y who collaborated with two of the five available internal partners. The number of available

partners was calculated by counting the total number of peer or top-level units identified in the organization chart for each FBCI center agency.

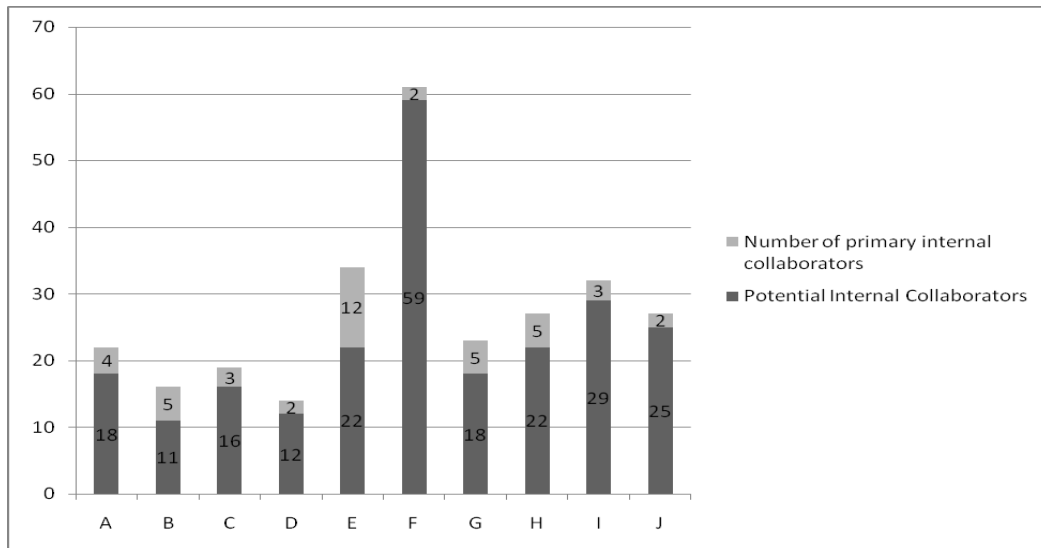


Figure 5.3 Potential and Identified Internal Collaborators by FBCI Agency

The average number of available collaboration partners was twenty-three. Coincidentally, FBCI agencies collaborated on average with twenty-three percent of their respective available partners within their own agencies.

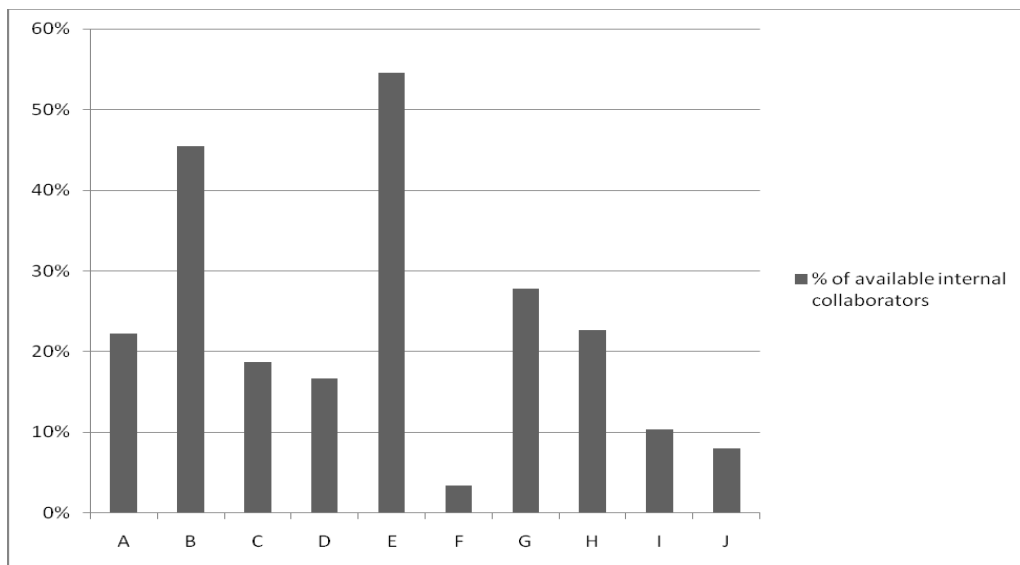


Figure 5.4 Actual to Potential Internal Collaborators by FBCI Agency

5.4.2 When (under what situations) does internal collaboration occur?

Issues and projects were commonly cited as the reason or excuse of internal collaboration. FBCI agencies have internal projects and demands in order to achieve the PMA scorecard and other evaluated goals. FBCI centers do not manage direct programs or funding so they must collaborate with career and political staff within their agencies to accomplish goals. As one director put it, "Relationships start with issues then we hunt to find people that can connect." Centers work with program officers on specific projects related to topics such as homelessness, prisoner re-entry, or orphans. Centers must work with internal collaborators to facilitate both agency and initiative-wide projects.

Internal collaboration also happens because of bigger issues that cross organizational boundaries. FBCI centers often served as entry points for individuals and organizations whose project or interest spanned the capacity of multiple agencies. As the constituents are plugged into the external FBCI center-to-center network, they are further helped by plugging into the internal agency networks. Centers help constituents navigate within their respective FBCI agencies, thus enhancing the internal collaboration between FBCI centers and their internal partners. Plugging in constituents to FBCI and internal networks is an important collaborative activity.

There are opportunities for directors to encourage collaboration. The PMA scorecard can be leverage for FBCI centers. One director summarized how the PMA process could be used to his advantage within his agency. "I have last say in grading their agency on cooperation for PMA. It can hold up department's status and thus accountability to the cabinet secretary." Another tool used by directors is recognition by the White House. Several directors mentioned this opportunity. One said, "I can also leverage that everybody likes recognition by White House. It is a positive carrot that can be used".

One of the unique factors of the FBCI is the unstudied impact of the possibility that collaboration is both a practice and a performance goal in the initiative. No director

felt he/she was forced to collaborate. One director indicated that the White House deadlines were always very tight, which often forced the agency into quicker responses and made collaboration an efficient avenue. This is a lowering of transaction costs, which speaks to collaboration as an efficient process. Conversely, the PMA scorecard system actually contains collaboration

The expiring administration also presented challenges for collaboration by one director, who described the initiative as still having “a certain degree of leverage and gravitas but subject to passive/aggressive career officials who know they’ll be here after we leave on January 20, 2009.” This theme of ‘running out of time’ was mentioned in some way by over half the interviewees. Directors had a sense of urgency to collaborate because of the pending changes.

5.4.3 Who is more or less likely to collaborate?

Most of the directors felt the key to internal collaboration was finding connected and interested program staff to work with in the respective agencies. One director summed up this strategy by explaining the collaboration in his agency as “working with career folks to implement the executive order (FBCI) by developing good working relationships with some of the key agencies that have connections to non-profits”. Another stated, “It’s all about finding those key people.” One director even assigned specific staff members as liaisons for each internal collaboration.

Some centers felt they were more successful with internal collaboration compared to others. For example, the tone was set by one respondent who stated, “Who don’t we work with!” Another director concluded the center has “made good relationships and people have been cooperative”, adding that relationships start with issue then we hunt to find people that can connect,” However, another director who emphasized the importance of internal collaboration was clearly frustrated by the challenges of working with career and political staff trying to promote the initiative, saying “I just haven’t done enough. I wish I had more time.”

There was a lack of tenure among FBCI directors in their current positions, and while there has been significant turnover in the FBCI initiative at the director levels, almost all of the directors were employed in the federal government (and several within the FBCI) prior to becoming directors. Over half the directors had been staff members in an FBCI center or the White House office prior to their current tenure as director. This might explain the emphasis by respondents on internal collaboration - those directors who had been staff members previously were likely to have established relationships within the agencies prior to becoming director, or their previous federal experience gave them an understanding of the internal workings of agencies.

External collaboration among FBCI centers is possibly linked to the similarities of the FBCI directors. However, we do not know the degree of homogeneity between FBCI directors and the collaborators inside their own agency. Are they alike demographically, in their comparative job and life experiences, and in their motivation to do the work? Data collected in this study do not allow us to know for certain, but based on the descriptions of internal collaborators it appears they are a diverse group of individuals in a wide variety of jobs. It is certainly possible that the FBCI centers seek out and find likeminded individuals to collaborate, but further research is needed to determine this.

5.3.3 What is the role of the White House FBCI in the internal collaboration by FBCI centers within their respective agencies?

Several directors mentioned that because FBCI was a presidential initiative, collaboration within their agency was probably easier and requiring less attention to hierarchy or protocol. Two directors indicated that invoking the name of the White House sometimes provided an extra incentive for internal collaboration in positive and negative ways. Attention from the White House was sometimes seen as a positive outcome of collaboration. Alternatively, the fear of drawing negative attention from the White House (via the agency/cabinet officer) probably resulted in additional collaboration.

A majority of the FBCI directors indicated they are forced to balance the costs and benefits of each activity in terms of the demands from the White House. In this regard, decisions about internal collaboration can be driven by the needs and priorities of the initiative.

The centers must also balance the needs and demands of the agency/cabinet leadership in their own agency. Whether acting with an independent agenda or pursuing the overall goals of the administration, the agency/cabinet head places demands upon all the operating divisions under their control. All respondents reported an acceptable working relationship with the chief of staff or executive officer in their respective agencies. As the proxy for the agency/cabinet secretary, these operational leaders act on their behalf. Several directors cited the role of the agency leadership in facilitating collaboration among the FBCI and other internal divisions. The FBCI center proximity to leadership within the agencies can both help and hurt according to the directors. The relationship to the political power and authority and the proximity of this relationship is potentially important to successful conjunction activities.

5.4.4 Role of Agency Head

Center directors reported to the agency head through the chief of staff or deputy. Most directors were one-step removed from Secretary in terms of direct reporting authority (as are most bureau and agency managers in the federal government), but administratively all except one center was located on the organizational chart in the office of the agency head or cabinet secretary.

FBCI center directors met with their agency head or cabinet secretary an average of eight times per year but they all reported they had available access on an as-needed basis. Only one director had no meetings with the agency head during the period examined, but that respondent did meet regularly with agency senior staff. In fact, all FBCI centers had regular contact (at least monthly) with a chief of staff or senior operating officer for their respective agencies. Three center directors had at least weekly

contact with the agency head, with two of them indicating that the leader seemed to have an exceptionally strong personal interest in the initiative. Seven directors indicated their agency head was very aware of and supportive of the FBCI initiative. In three FBCI agencies, there was either a vacancy or interim appointment at the agency leadership level, which the respondents reported as the main reason their relationship and frequency of meetings was not greater.

Even though directors reported a slight difference in the frequency of meetings with agency heads, all respondents were located (physically and organizationally) in close proximity to the agency head on the organizational chart of the agency. It was clear to the researcher that FBCI directors had access to cabinet level leaders if necessary. As far as the content of these meetings was concerned, only one director met with the agency head on matters not related to FBCI while all the others indicated meetings specifically to discuss FBCI related topics and update the agency head on FBCI activities. The active sanctioning of the initiative by political officials was strong. As one director summarized, "If you are in office of secretary you get much more cooperation across agency and the chief of staff can help. There was a time when I wasn't (in secretary's. office) and then I was and there was a difference."

5.5 Summary

This chapter presented the research findings in terms of external and internal collaboration. Two additional themes emerge from the findings. Why do FBCI center directors collaborate and why are some better at collaboration?

Motivation to Collaborate. The FBCI is, by its nature, a collaborative endeavor. The entire initiative is a "semi-autonomous policy matter" (Frederickson, 1999) and the structure of the FBCI is set up to facilitate conjunction across agencies in the federal government with a coordinating entity in the White House FBCI office. There is no evidence that collaboration is forced, but several respondents did take the time to point

out a clear distinction between the WHFBCI current attitudes and the attitudes, and actions related to collaboration under previous FBCI leadership.

Another strong motivation to collaborate appears to be the lame duck status of the administration at the time of the study. All directors were keenly aware of the ticking clock on their service and the potential end to the initiative under the term of a new president. I must assume this sense of impending change had an impact on both the outlook and behavior of FBCI directors and their staff as they work hard to establish collaborative relationships (particularly with internal collaborators).

External collaboration happens because of bigger issues that cross organizational boundaries. FBCI centers are motivated because conjunction facilitates a broader public purpose. This was expressed in one way or another by most of the respondents. Collaborators are motivated by positive and negative consequences of these larger picture issues. Initiative-wide projects (e.g. Prisoner Reentry) provide special motivation because the policy topic is perceived as an opportunity to reach across organizational boundaries (internal and external) as it attempts to address a public policy project.

Centers are motivated by the White House FBCI, which facilitates center-to-center (external) collaboration through meetings, projects and events. Along the same lines, cabinet secretaries foster internal collaboration. For FBCI agencies, the Chief of staff structure is another motivating factor.

5.5.1 Why are some better at collaboration?

Generally, there is a skill required to collaborate effectively. Successful external collaborators are centers that provide expertise to other centers, making themselves valuable and desirable collaborators. There are also centers that are perceived by other centers to add value (by bringing resources or leadership) to projects. They become desirable collaborators. Successful internal collaborators have specific projects or needs and can articulate them in a way that makes sense to the prospective collaborators.

Other factors contribute to becoming a successful collaborator. There is the proximity to power – when the center has strong and active support of agency leadership it sends a strong signal for prospective collaborators. Successful collaborators also have relative longevity in their position or with the agency. This allows time to build trust and relationships. Successful collaborators also establish formal collaboration within their agencies.

CHAPTER 6

SUMMARY

6.1 Review of study purpose

Collaboration, cooperation, and networking are the dominant types of behavior required for successful public sector management (R. Agranoff, 2007; Frederickson & Matkin, 2005; D. F. Kettl, 2006). Collaborations between administrative actors occur at all levels of government and therefore should be understood at all levels of government (local, state, and federal). The purpose of this research was to examine public management collaboration through the lens of administrative conjunction theory by exploring collaboration between individual managers. This research asks: How do public administrators relate to one another in a complex networked environment?

Administrative conjunction had never been operationalized at any level, and had only been examined at the local level (K. Thurmaier & Wood, 2002b; K. Thurmaier, 2006). My research moves administrative conjunction from theoretical to practical. Exploratory data was collected to describe administrative conjunction in the FBCI. The study began with the theoretical construct, moved to the operational stage, and then data was collected from multiple cases to assess collaboration among federal managers.

6.2 Key Findings

There are four key findings from this research. First, in this case study of the Faith Based and Community Initiative the practice of administrative conjunction was observed to be consistent with the theory of administrative conjunction. Collaboration, through the lens of administrative conjunction, was clearly present between FBCI

centers. Table 6.1 summarizes my findings about what administrative conjunction looks like in the FBCI.

Table 6.1 Administrative Conjunction – Operation and Practice

Operational – Administrative Conjunction	Practice – Administrative Conjunction
Administrative activities are key components of conjunction.	FBCI centers mainly collaborate based on projects and administrative tasks.
Elected officials are not usually involved in conjunction but their sanction is usually needed in order for conjunction to happen.	FBCI centers' strong relationship with the WHFBCI and cabinet secretaries and its designation as a Presidential Management Agenda item leaves no doubt the initiative is "sanctioned".
Organizational boundaries are essential conditions for conjunction. Jurisdictions and boundaries are antecedents to conjunction.	There are clear boundaries between FBCI centers due to the nature of federal government organization structure.
Administrative actors have some relationship to the political power and authority and the proximity of this relationship is potentially important to conjunction activities.	FBCI centers clearly have the blessing of both the President and his respective cabinet agency leadership.
Like-mindedness: Understanding who the collaborators are and their background is important. Conjunction usually involves like-minded professionals.	FBCI directors share similar personal motivations, have related work experiences and are relatively homogenous in their background.
Conjunction is likely when there are issues that cross organizational boundaries. Conjunction usually occurs to achieve bigger picture goals or problems.	FBCI centers collaborate to solve initiative wide issues. These issues are driven by constituent requests and needs or White House FBCI projects or programs.
Collaborators make choices about transactional costs. They usually determine that conjunction is worth the price.	FBCI centers collaborate to achieve efficiency in providing specific services to one another.
Conjunction is usually related to specific projects, topics, or issues.	FBCI centers work together most frequently on initiative-wide topics or projects with little work done on non-FBCI projects.
While the impetus for conjunction is actor-to-actor, organizations can set the stage and create a context for successful conjunction	The center-to-center collaboration is horizontal. Even though the relationship with the White House FBCI office is more vertical than horizontal, the WHFBCI clearly and deliberately encourages a collaborative environment among FBCI centers.

Second, collaborative activity was important according to all of the respondents in this study. When asked if collaboration is important, every respondent indicated that it was. Four directors offered unsolicited adjectives to describe collaboration ("huge",

"absolutely critical", "essential" and "powerful"). Even though this study did not attempt to link administrative conjunction with success, all respondents indicated they believed their success and the success of the FBCI overall was somehow related to collaboration. This notion of perceived success cannot be discounted. Additionally, almost half the respondents indicated that collaboration was an actual goal of the FBCI.

Third, the initial research hypothesis centered upon the importance of FBCI center collaboration with one another (center-to-center), however, internal collaboration of FBCI centers with units, bureaus, departments and agencies in their respective cabinet-level organizations was overwhelmingly cited as more important and more prevalent than center-to-center relationships. This new dimension of collaboration does not meet the operating definition of administrative conjunction because it includes a vertical dimension as well as horizontal collaboration. Internal collaborators were not always horizontally related in the organization hierarchies. For example, a grant program manager whose position may be across a department boundary and down the organization chart does not have on a horizontal relationship with the FBCI center director who resides near the top of the organization chart while the program director.

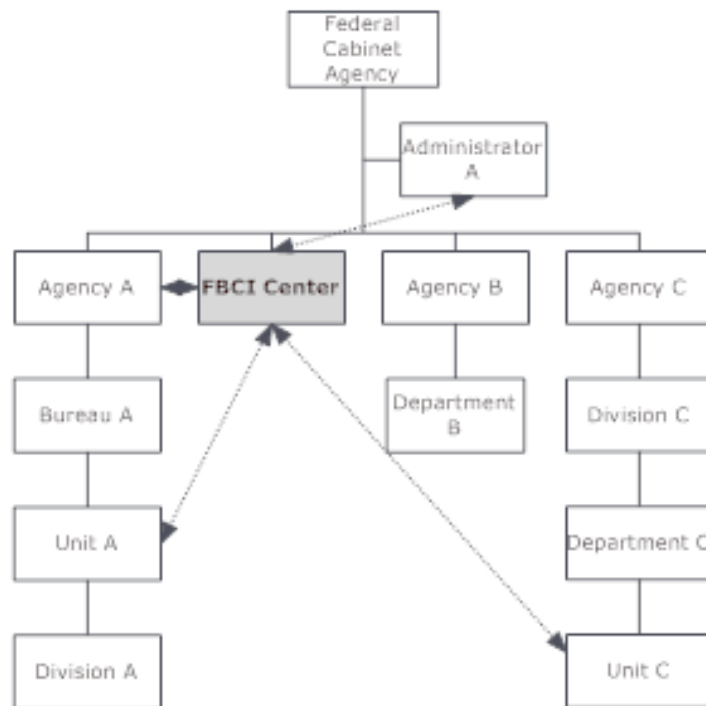


Figure 6.1 Potential Dimensions of Collaboration

Finally, collaboration in the FBCI has multiple dimensions. Conjunction as collaboration in the FBCI has one dimension – horizontal. As a result, I conclude that collaboration is a broader concept than administrative conjunction, which is constrained by its assessment of horizontal relationships when in fact; there are other important collaborative relationships that do not fall into that category.

6.3 Implications for Policy

The unique expectation that FBCI would be an important legacy for the Bush Administration was clear in both the respondent data and the public information related to FBCI. As detailed in Chapter 3, the FBCI was among President Bush's highest priorities during his first campaign and early in the administration. The events of September 11, 2001 and the subsequent administration emphasis on homeland and national security seemed to relegate FBCI to a lower priority. The change of political control of Congress

in 2006 also appeared to have an impact on the ability of the administration to expand the initiative through legislation. As one director indicated, "I don't think the Hill strategy worked. There was a lack of leadership at certain levels on Hill side. This issue did not bubble up to the top and get attention it needed." Given these circumstances, one may wonder what factors - collaboration or otherwise - could have possibly overcome these obstacles to make the FBCI more successful. A director concluded, "The biggest regret is that we weren't here from the beginning. There has been a lot of leadership change in office. There is no institutional knowledge. Politicals are brought into do a job. The initiative should carry on regardless of who is in office."

Regardless of the eventual fate of the FBCI, there is at least one lesson to be learned from this research. Collaboration across federal agencies can be fostered and encouraged with some attention to what Lasker, et.al. call "partnership synergy" which is an external directive force (Lasker, Weiss and Miller 2001). The White House FBCI office provided this directive force during the period examined by this research. Absent this impetus from the White House, there is real danger of the FBCI losing its momentum. As some of the director suggested, if the initiative is based upon executive orders and political appointments, then the onus remains upon the White House to create the collaborative climate. Legislative action and designated funding are the most obvious other administrative action to support the FBCI. Left to their own powers, the FBCI centers in most agencies would not have the political or organizational strength to survive. The collaborative climate that has been fostered by the White House has resulted in greater administrative efficiency and effectiveness within the federal government because of the outcomes of collaboration. However, a fair question for future research will be to evaluate the efficiency and effectiveness of the delivery of services in addition to the effective and efficient operation of the FBCI federal initiative.

The role of the White House FBCI office was apparent from the beginning of the research. As a researcher, I had to be sensitive to the fact that the FBCI was a

presidential initiative and that the White House had a strong role in the creation and ongoing management of the programs despite the fact that FBCI centers exist independently in eleven federal agencies. This tension between control and coordination was apparent to the researcher. My findings indicate no respondent felt undue pressure from the White House in their daily operations. All respondents indicated the initiative is clearly coordinated by the White House. The design of this study deliberately avoided historical analysis of the White House to FBCI to FBCI center relationship because I did not have access to data that could explore the topic. I have addressed the current role of the White House FBCI in Chapter 5, but it should be noted that four directors discussed how they perceived a different management style at the White House than in the past. According to these respondents, the current management style of the WHFBCI promotes collaboration more so than in the past. Because I did not have access to comparative data, there is no way to confirm these assertions. This finding also raises the question: what would collaboration among the FBCI centers look like if the White House did not encourage it? These questions are beyond the scope of this study, but should be considered as the FBCI initiative is reorganized.

Program evaluation is always a difficult topic - particularly at levels higher than the client services. Further complicating this are the conversations about efficacy of programs when faith-based versus secular results are compared. The FBCI should continue to address issues related to performance and accountability at all levels.

6.4 Limitations

Limits are mostly imposed by the researcher and research design. However, the exploratory nature of this study meant that I did not anticipate the key distinction between external and internal collaboration until I began the research interviews and received feedback from the FBCI directors. Only after delving into the data process did these nuances become apparent. The research design acknowledged the challenges of

operationalizing collaboration as administrative conjunction, but that turned out to be less of an issue than first anticipated.

Another limitation was there was no apparent method of determining an amount of administrative conjunction or collaboration in the overall daily activities of FBCI centers. While some of the literature (particularly Agranoff and McGuire) called for increased research linking networks, collaboration, and results, this research design only permitted me to indicate the presence, not the measurable amount, of administrative conjunction. This limited the study, but future research should try to measure the amount of conjunction so it could be tied to performance or other factors in an explanatory, if not causal, way. In the end, the data collection and interviews provided only broad summary that allowed me to differentiate between relative 'amounts' of administrative conjunction when comparing on center to another.

My findings were also limited by the temporal nature of the data. The study was only a snapshot, and it did not reflect longitudinal trends in collaboration or other behaviors that probably looked different when viewed over a longer period. FBCI centers have had multiple directors over the past eight years so this assessment might look different with different directors. The collaborative climate fostered by the WHFBI was described as different in the past, so a study at a different time might show little or no collaboration in the initiative. This factor points one to think about the importance of how context, environment and leadership are potential areas that should be explored in the future.

6.5 Discussion of Challenges

The research faced challenges that had to do with the selection of the FBCI as the topic of the study. The highly political nature of the work meant that qualitative interviews had to be protected with a promise of anonymity. In the end, the participants were exceedingly helpful and forthright and it allowed respondents to be candid, but it did

restrict the researcher's ability to make agency-to-agency comparisons because in several cases these comparisons would allow the reader to identify specific directors with specific responses. While the integrity of the data was not compromised, the detailed presentation of the results was limited by the need for anonymity.

Another challenge for the research was the effect of the degree of scrutiny for FBCI relative to other federal programs. As a Presidential initiative, FBCI was highly visible in agencies, in the federal government, in the public eye, and in the academic community. FBCI centers were scrutinized within their own agencies by program staff, scrutinized by external examiners from OMB to GAO to CBO. The initiative received constant scrutiny by political and legal opponents. Lastly, FBCI was under scrutiny by faith based and community organizations themselves. A result of all this scrutiny was an understandable tendency toward protectiveness on the part of FBCI staff. All FBCI directors and research participants seemed to understand both the opportunity and responsibility of being in a highly visible program. They did not resent the scrutiny, but one can only wonder about the cumulative effect of this kind of pressure on issues like collaboration.

The final challenge resulted from the very nature of the initiative. Because FBCI exists as a result of executive orders, there is no legislative or fiscal framework upon which the initiative rests. Theoretically, the entire initiative could cease to exist upon the inauguration of a new president in January 2009. Both major party presidential candidates made statements in support of the FBCI and promised to continue the effort in some form, but that is yet to be seen. This 'lame duck' status of all the FBCI center directors and research participants must certainly have influenced their responses and viewpoints. One director lamented, "We should have legislation to make the initiative permanent. We are not as strong without it because career people have a perception of difference between legislative authorization and executive order". The director later added, "Working with bureaucracies and career people means that if you add the

legislation and the advisory, then take away doubt and can make the initiative a more permanent fixture.” The researcher found no particular way to control for this circumstance but must acknowledge it as a factor in the data collection and findings.

6.6 Implications for Theory

It is important to place my research findings into the bigger context of the literature. This section discusses several areas where the research adds to the overall literature on the topics studied.

Administrative Conjunction. Frederickson defines administrative conjunction as “the array and character of horizontal formal and informal association between actors representing units in a networked public, and the administrative behavior of those actors” (H. G. Frederickson, 1999). Because of this study, we know that administrative conjunction can be loosely operationalized and observed, but not easily measured. We also can see that administrative conjunction is a horizontal collaboration in theory, thus it does not apply to vertical or non-horizontal collaborations. Administrative conjunction can possibly be viewed as a subset or subunit of collaboration in general because while all conjunction is collaboration, not all collaboration is conjunction.

This dissertation is the first application of administrative conjunction theory to the federal government. It represents a step further toward operationalizing the concepts of administrative conjunction and in so doing, it adds to the literature on the topic. Previous studies of local, manager-to-manager collaboration use administrative conjunction as a backdrop to assess collaboration at the local and regional level. (Frederickson & Matkin, 2005; Thurmaier & Wood, 2002a; Thurmaier, 2006)

FBCI. It is important to understand the FBCI from a bigger picture context because of the wide range of important policy issues it involves, ranging from the constitutionally important issue of separation of church and state to the delivery of critically important social services by faith-based organizations. The FBCI represents an

interesting experiment in creating and managing a federal policy mandate in a complex networked environment where command and control management is less effective while collaboration is more likely to succeed. The volume of studies related to FBCI has increased over the past three years (FBCI Research, 2008) but few address the federal either FBCI from a program-wide or FBCI individual center perspective except in terms of political, legal, or philosophical perspectives. In other words, much of the writing related to FBCI falls into the category local program outcome evaluation or political commentary. They do not assess the FBCI federal centers and their collaborative effort in any organized way. This dissertation represents an initial step in that direction.

My research contains the only known comprehensive data set from interviews with FBCI center directors. Even though the data is not identified with specific directors, it does provide a unique insight into the workings of a key policy implementation in the Bush administration. The study of collaboration and the resulting information about how the FBCI operates enhances the understanding of the initiative by confirming the collaborative nature of the initiative and describing the practices of multiple, working federal agencies.

Complex network environment. My discussion of the FBCI adds to the growing body of research demonstrating the "complex network environment" in public administration. My findings clearly document the "murky waters of intergovernmental relationships" (Cho & Wright, 2001). I also add to the growing research on public sector networks (Weber & Khademian, 2008) which paints the picture of just how hard it is to manage in the public sector network environment. The climate of collaboration is a concept that seemed to ring true in the case of the FBCI. My findings related to the collaborative climate align with the assertion that conditions and context are an important factor in networks and collaboration (Frederickson, 1999; McGuire, 2006a; Thomson, 2001; Thomson & Perry, 2006a).

6.7 Implications for Future Research

The existing literature on intergovernmental relations, federalism, networks and collaboration is both robust and meaningful for the field of public administration. However, it is in some ways incomplete for the purpose of a study like this. There appears to be a good amount of quantitative network and effectiveness analysis literature in disciplines like business administration and sociology. Dornisch (2008) urges that the field of public administration should lean more upon this type social network analysis (Cross et al., 2001) which approaches the concepts of network relationships, strengths of ties and other relevant network measurements with a good deal of methodological sophistication. This research identified patterns of voluntary, collaborative behavior in the FBCI. Future research related to public sector collaboration should also refine the methodology to include robust social network analysis methods and tools from other disciplines, extend data collection into larger samples, and include factors such as leadership, organizational culture and context. It was not within the scope of this dissertation to wander into this territory, but additional studies of public sector collaboration and networks warrant such a journey.

The findings also provide important information about communication in relation to collaboration. Respondents indicated their ways of communication - email, telephone, infrequent meetings and activities. We know the frequency of communication - vertical communication very frequently with the White House FBCI and with internal agency partners, but relatively less horizontal contact with fellow FBCI directors. We understand the purposes of the communication - mostly related to events, projects or special services provided by FBCI centers to one another. Finally, we even know a little about the level of authority in the communication - peer-to-peer horizontal communication brings with it no particular authority while vertical communication from the White House FBCI carries implied authority. Future research related to collaboration should address these issues.

FBCI study participants also provided several good insights into what should be studied in future research. One director was clear in presenting an alternative agenda for continued research.

A whole part of this has opened up other dollars for faith-based organizations because it has made giving money by foundations and donors a reasonable thing to do. That is a byproduct of initiative that is hard to measure. How do we get at that and how the faith based community contributed to community all along - education, health care, civil rights - that is the data that needs to be out there. People need to be aware of the contribution of faith based organizations to the nation.

Another director suggested the research should look first at issues of leadership and organizational culture in addition to collaboration, stating,

Collaboration is an important topic and complex. Every department has its own culture. Come to our building and talk to people shows how each agency has its own culture and way of doing things. Time and time again leadership is the issue. It is essential no matter what level. Have seen a lot of support from senior folks here and that is essential, but not always true.

A study of collaboration in the public sector is potentially incomplete when it does not at least consider the accomplishment of public purpose. In other words, the real value of administrative conjunction can mainly be seen in its results. Therefore, while this research does not look at policy outcomes of programs at the local client level, or success in general terms, a next step would be to align collaboration studies with success measurement to determine what, if any, relationship might exist between the two concepts. It would make sense to match the administrative conjunction practices at all levels of government with additional and more traditional program outcomes at the local level to determine whether there is any relationship between conjunction and results.

There are additional questions that were raised by this research, but remain outside the scope of this study. They offer excellent next steps for future research.

- Does administrative conjunction fit into discussions about relationships between agencies and non- profits? Similarly, where does this research fit into the overall contracting out/government by proxy discussion?
- What about the population of federal agencies and state governments that do not have FBCI in place. Why is that the case?
- Does the policy topic itself have any impact on conjunction, cooperation, etc? What if this were another policy, area like welfare reform. Would administrative actors demonstrate conjunction? Would collaboration lead to success?
- Might collaboration be a survival strategy for FBCI directors? Even if that is the case, it would still be collaboration but we should be open to the possibility that federal managers who are working under more normal circumstances in a less pressured environment might collaborate more, less, or differently.
- Future research should explore the idea that homogeneity may have actually exaggerated the appearance of collaboration.

6.8 Summary and Reflection

Collaboration among FBCI directors across agency boundaries was present in the FBCI. It was usually related to specific projects, topics or tasks. Collaboration by FBCI directors with internal agency staff was overwhelmingly indicated as more important and prevalent than FBCI center-to-center collaboration. Collaboration by FBCI center staff followed the same patterns. The nature of FBCI as a highly visible, highly politicized initiative had an impact on collaboration. The climate and tone set by White House and agency leaders made a big difference in both the expectation of collaborative behavior and its practices.

I was fortunate to have a unique glimpse at some of the inner workings of an important national initiative. Whether one agrees with the concept of FBCI, as a student of public administration and public policy, this type of program provides a fertile field of

opportunity for scholarship and research. My dissertation only scratched the surface of what can and should be studied. Fortunately, during the three-year period of preparation and writing this study, several other scholars (cite here) have demonstrated an interest in the initiative. Even more encouraging has been the self-conscious effort by the FBCI itself to conduct, encourage and promote research. This effort culminated with the recent research conference and evaluation reports, which provide realistic and credible steps toward objective academic assessment of the FBCI and move away from the politically based reporting and analysis that confronted me when I began my own study. It is gratifying to be a part of the larger and more credible scholarship related to the FBCI.

APPENDIX A
FBCI CENTER INTERVIEW QUESTIONS

Interview Questions for Federal Faith Based Community Initiative Center Directors

1. Does your FBCI center have agency or organization based goals other than the overall FBCI goals? If so, what are they? Have you met them?
2. How do you measure success for your FBCI center? How do you know if you are doing a good job?
3. Discuss and describe collaboration within your own agency. Roles? Methods? Impacts? Importance? Formal or informal?
4. What/who are the key internal relationships (within your agency), if any?
5. Please give your opinion to what extent the overall FBCI has met its goals
6. In your opinion, what role does collaboration play in achieving your FBCI agency goals? What other factors are important to your success?
7. Who sets the agenda for meetings or conversations between FBCI center directors?
8. Describe the content of the meetings
9. Discuss the methods of interactions with other FBCI directors (phone, meetings, emails?)
10. Are FBCI director meetings required?
11. Are there working agreements between FBCI agencies? Are they formal or informal? Written or oral?
12. What are the incentives to collaborate with other FBCI directors, if any?
13. When you collaborate do you feel that you are being forced to do so?
14. Is there collaboration at the staff member level across FBCI centers?
15. How many times have you met with your cabinet level agency head in the past 12 months? Was this meeting related to FBCI?
16. In your opinion, what is the role of the White House Office of Faith Based and Community Initiatives?
17. Are there rules or agreements (spoken or unspoken) about collaboration among the FBCI directors?
18. How often do you visit the White House as part of your duties?
19. Estimate how many times have you been in a meeting in which the President was present in the past 12 months?
20. How many times have you met with the White House Office of Faith Based and Community Initiatives in the past 12 months?
21. Describe your relationship with the WHFBCI.
22. Tell me about your work within your agency versus the work you do with other FBCI agencies in the federal government.
23. Estimate the percent of your time spent on tasks/duties that are not related to the FBCI initiative. Give a few examples and discuss how they come about. Tell me about your work for the overall FBCI effort that doesn't directly involve your agency.
24. Are FBCI director meetings required?
25. Are there working agreements between FBCI agencies? Are they formal or informal? Written or oral?
26. Have you ever held elected office or run for elected office?
27. Have you ever worked in a political campaign as a staff member or paid consultant?
28. Is your current position the result of a political appointment?
29. Describe your job
30. If you worked in state or local government previously, how long did you work there?
31. What are the major duties and responsibilities of your work?
32. How long have you worked in your current position?
33. How long have you worked for the federal government?

34. What is the highest education level you have completed?
35. Have you ever worked for a non- profit organization? If so, for how long?
36. Have you ever served on a non-profit board of directors?
37. Served as a volunteer for a non-profit organization?
38. Have you ever worked for a faith-based organization? Ever served on a board?
Served as a volunteer for faith based organization?
39. Agency Name:
40. Position Title:
41. What is your personal motivation for doing this job?
42. What should the FBCI have done that it did not do?
43. What else should I be asking? What am I missing?

APPENDIX B
LIST OF FBCI FEDERAL AGENCIES

List of FBCI Federal Organizations

White House Office of Faith-Based and Community Initiatives

Department of Agriculture

Department of Commerce

Department of Education

Department of Health and Human Services

Department of Homeland Security

Department of Housing and Urban Development

Department of Justice

Department of Labor

Department of Veterans Affairs

Small Business Administration

Agency for International Development

APPENDIX C

ORAL CONSENT STATEMENT ACKNOWLEDGED AND RECORDED AT BEGINNING
OF FBCI FEDERAL CENTER STAFF INTERVIEWS

Oral Consent Statement acknowledged and recorded at beginning of FBCI federal director interview

You are being asked to participate in a research study. Your participation is voluntary. Please ask questions if there is anything that you do not understand.

If in the unlikely event it becomes necessary for the Institutional Review Board to review your research records, then the University of Texas at Arlington will protect the confidentiality of those records to the extent permitted by law. Your research records will not be released without your consent unless required by law or a court order. The data resulting from your participation may be made available to other researchers in the future for research purposes not detailed within this consent. In these cases, the data will contain no identifying information that could associate you with it, or with your participation in any study.

The interview is being recorded. The recordings will be coded so that no personally identifying information is visible on them, they will be kept in a secure location, and they will be heard only for research purposes by the researcher or his associates. The recordings will be retained for at least one year for the possible future analysis.

Do you understand the procedures and conditions of your participation as described by the research? Do you understand that you may withdraw from the study at any time without penalty? Have your questions been answered to your satisfaction? Do you agree to participate in this study?

APPENDIX D
LETTER TO WHITE HOUSE FBCI DIRECTOR

Letter to White House FBCI Director Jay Hein

White House Office of Faith-Based and Community Initiatives
Jay Hein, Director
The White House
Washington, DC 20502

Dear Mr. Hein,

I appreciate the opportunity to meet with you recently to discuss my doctoral research project. Thank you for your interest in this research related to collaboration within the Faith Based and Community Initiatives program. Recall the focus of the study is relationships between the Faith Based and Community Initiatives centers in the federal government. Specifically, I am attempting to understand better the relationship between collaboration in public agencies and success. The participation of the FBCI center directors and your office will be valuable.

I am writing to make you aware of the process and to ask if you will communicate the purpose of my study to the FBCI federal directors. I will be contacting them directly, but it is my hope that a communication from you might help the research process.

I will be requesting about 30-45 minutes from each center director to discuss some of the topics in more detail. The interview can be conducted in person, or if necessary, by telephone.

The data and results of the surveys and interviews will not be personally identifiable. Participants may withdraw from the research at any time without penalty or consequence. The results of the research are available upon request.

If you have a question about the purpose or methodology of this study, please contact me, or the research advisor – Dr. Edith Barrett. Questions regarding the rights as a participant or the way this study is conducted can be answered by the University of Texas at Arlington at 940-898-3378 or via email at ____@uta.edu.

Michael Simmons

Doctoral Student, University of Texas at Arlington

APPENDIX E

LETTER TO FEDERAL FBCI DIRECTORS

Letter to FBCI Federal Directors

My name is Mike Simmons and I am a doctoral student completing the research for my dissertation study. The focus of the study is relationships between the Faith Based and Community Initiatives centers in the federal government. Specifically, I am attempting to better understand the relationship between collaboration in public agencies and success. Your participation in the research will be valuable.

I am requesting about 60 minutes of your time to discuss some of the topics in more detail. The interview can be conducted in person, or if necessary, by telephone.

The data and results of the surveys and interviews will not be personally identifiable. Participants may withdraw from the research at any time without penalty or consequence. The results of the research are available upon request.

If you have a question about the purpose or methodology of this study, please contact the primary researcher – Mike Simmons, or the research advisor – Dr. Edith Barrett. Questions regarding your rights as a participant or the way this study is conducted can be answered by the University of Texas at Arlington at 940-898-3378 or via email at ____@uta.edu.

APPENDIX F

FREDERICKSON'S THEORY OF ADMINISTRATIVE CONJUNCTION

Frederickson's Hypotheses of Administrative Conjunction (Frederickson, 1999)

1. H1
 - a. Institutions (jurisdictions and hierarchy) are necessary preconditions to administrative conjunction
2. H2
 - a. Politics (campaigns, elections, office holding, and formal statutory or ordinance authority) is deeply jurisdictional
 - b. Jurisdictional politics and political institution serve as the broad context within which interjurisdictional administrative conjunction occurs. Elected officials ordinarily have little to do with conjunction.
 - c. When the practices of conjunction need to be formalized and ratified they are taken to jurisdictional political leaders for approval
3. H3
 - a. Administrative conjunction is a mostly administrative phenomenon
 - b. Functional professionals practice administrative conjunction based on legitimating assumptions of expertise, knowledge, shared beliefs, causal beliefs and sense making
 - c. Functional professionals will engage in interjurisdictional administrative conjunction to address problems that cannot be jurisdictionally contained and to thereby reduce collective uncertainty
 - d. Public management professionals work for their jurisdictions, but from the perspective of their policy specializations they appear to serve a larger inchoate public
 - e. Public management professionals engaged in conjunction appear to practice a form of "representation" of a generalized "public interest" extending well beyond their jurisdictions
 - f. Jurisdictional professionals engage in administrative conjunction in the shadow of their jurisdictional hierarchies foregoing time given to their hierarchies for time given to conjunction
4. H4
 - a. Conjunction is almost completely functional, contained within semiautonomous policy subject matters.
 - b. Jurisdictional functional professionals will engage in multijurisdictional conjunction more than they will engage in cross-functional coordination within their jurisdictions
5. H5

- a. Conjunction allows officials to preserve jurisdictional boundaries while attempting to ameliorate problems that cannot be jurisdictionally contained.

6. H6

- a. Sub government can be induced to practice administrative conjunction by central governments.

APPENDIX G

REPRESENTING THEORETICAL CONSTRUCTS AND DATA COLLECTION

Theoretical constructs and survey questions

Administrative conjunction is a mostly administrative phenomenon.

- Who sets the agenda for meetings or conversations between FBCI center directors?
- Discuss and describe collaboration within your own agency. Roles? Methods? Impacts? Importance? Formal or informal?
- Describe the content of the meetings
- Discuss the methods of interactions with other FBCI directors (phone, meetings, emails?)
- Are FBCI director meetings required?
- Are there working agreements between FBCI agencies? Are they formal or informal? Written or oral?
- What are the incentives to collaborate with other FBCI directors, if any?
- When you collaborate do you feel that you are being forced to do so?
- Is there collaboration at the staff member level across FBCI centers?
- What/who are the key internal relationships (within your agency), if any?

“When the practices of conjunction need to be formalized and ratified they are taken to jurisdictional political leaders for approval.”

- How many times have you met with your cabinet level agency head in the past 12 months? Was this meeting related to FBCI?
- What is the role of the White House Office of Faith Based and Community Initiatives?
- Are there rules or agreements (spoken or unspoken) about collaboration among the FBCI directors?

“Politics (campaigns, elections, office holding, and formal statutory or ordinance authority) is deeply jurisdictional. Jurisdictional politics and political institutions serve as the broad context within which interjurisdictional administrative conjunction occurs. Elected officials ordinarily have little to do with conjunction.

- How often do you visit the White House as part of your duties?
- Estimate how many times have you been in a meeting in which the President was present in the past 12 months?
- How many times have you met with the White House Office of Faith Based and Community Initiatives in the past 12 months?
- What is the role of the White House Office of Faith Based and Community Initiatives?
- Describe your relationship with the WHFBCI.

Proximity (politics)

Political

- Have you ever held elected office or run for elected office?
- Have you ever worked in a political campaign as a staff member or paid consultant?
- Is your current position the result of a political appointment?

“Functional professionals practice administrative conjunction based on legitimating assumptions of expertise, knowledge, shared beliefs, causal beliefs and sense making”

- Vocational
 - Agency Name:
 - Describe your job

- If you worked in state or local government previously, how long did you work there?
 - What are the major duties and responsibilities of your work?
 - How long have you worked in your current position?
 - Position Title:
 - How long have you worked for the federal government?
- Educational
 - What is the highest education level you have completed?
- Religious
 - What is your personal motivation for doing this job?
 - Non-profit or community based
 - Have you ever worked for a faith-based organization? Ever served on a board? Served as a volunteer for faith based organization?
- Political
 - Have you ever held elected office or run for elected office?
 - Have you ever worked in a political campaign as a staff member or paid consultant?
 - Is your current position the result of a political appointment?
- Demographic
 - What is your gender?

“Functional professionals will engage in interjurisdictional administrative conjunction to address problems that cannot be jurisdictionally contained and to thereby reduce collective uncertainty. Public management professionals work for their agencies, but from the perspective of their policy specializations they appear to serve a larger inchoate public. Public management professionals engaged in conjunction appear to practice a form of "representation" of a generalized "public interest" extending well beyond their jurisdictions”

- Tell me about your work for the overall FBCI effort that doesn't directly involve your agency.
- Tell me about your work within your agency versus the work you do with other FBCI agencies in the federal government.

“Jurisdictional professionals engage in administrative conjunction in the shadow of their agency hierarchies - foregoing time given to their hierarchies for time given to conjunction.”

- Estimate the percent of your time spent on tasks/duties that are not related to the FBCI initiative. Give a few examples and discuss how they come about.

“Conjunction is almost completely functional, contained within semiautonomous policy subject matters.”

- Who sets the agenda for meetings or conversations between FBCI center directors?
- Describe the content of the meetings

“Agency functional professionals will engage in multijurisdictional conjunction more than they will engage in cross- functional coordination within their jurisdictions.”

- Estimate the percent of your time spent on tasks/duties that are not related to the FBCI initiative. Give a few examples and discuss how they come about.
- Tell me about your work for the overall FBCI effort that doesn't directly involve your agency.
- Tell me about your work within your agency versus the work you do with other FBCI agencies in the federal government.

“Sub government (subunits) can be induced to practice administrative conjunction by central governments (units)”

- What is the role of the White House Office of Faith Based and Community Initiatives?
- Describe your relationship with the WHFBCI.
- Are FBCI director meetings required?
- Are there working agreements between FBCI agencies? Are they formal or informal? Written or oral?

Conjunction occurs within a structure. It is in fact the constraints of this organizational structure that requires conjunctive behavior.

- Data: Organizational charts and hierarchy maps

Institution Jurisdiction

- Data: Organizational charts and hierarchy maps

Self-perception

- Does your FBCI center have agency or organization based goals other than the overall FBCI goals? If so, what are they? Have you met them?
- How do you measure success for your FBCI center? How do you know if you are doing a good job?
- Please give your opinion to what extent the overall FBCI has met its goals
- In your opinion, what role does collaboration play in achieving your FBCI agency goals? What other factors are important to your success?
- What should the FBCI have done that it did not do? What would you change?
- What else should I be asking? What am I missing in the research?

REFERENCES

- Agranoff, R. (2003). *Leveraging networks: A guide for public managers working across organizations*. Arlington, VA: IBM Endowment for the Business of Government.
- Agranoff, R., & McGuire, M. (1998). Multinetwork management: Collaboration and the hollow state in local economic policy. *Journal of Public Administration Research and Theory*, 8(1).
- Agranoff, R., & McGuire, M. (2001a). American federalism and the search for models of management. *Public Administration Review*, 61(6).
- Agranoff, R., & McGuire, M. (2001b). Big questions in public network management research. *Journal of Public Administration Research and Theory*, 11(3), 295–326.
- Agranoff, R., & McGuire, M. (2003). Inside the matrix: Integrating the paradigms of intergovernmental and network management. *International Journal of Public Administration*, 26(12), 1401-1422.
- Agranoff, R., & McGuire, M. (2004). Another look at bargaining and negotiating in intergovernmental management. *Journal of Public Administration Research and Theory*, 14(4), 495-513.
- Agranoff, R. (2006a). Inside collaborative networks: Ten lessons for public managers. *Public Administration Review*, 66(s1), 56-65.
- Agranoff, R. (2007). *Managing within networks : Adding value to public organizations*. Washington, D.C.: Georgetown University Press.
- Agranoff, R., & McGuire, M. (2003). *Collaborative public management: New strategies for local governments*. Washington, D.C.: Georgetown University Press.
- Alter, C., & Hage, J. (1993). *Organizations Working Together*. London, UK: Sage.
- Babbie, E. R. (2002). *The basics of social research* (2nd Ed.). Belmont, CA: Wadsworth Thomson Learning.
- Bardach, E. (1996). Turf barriers to interagency collaboration. In Kettl, D.F. and H.B. Milward (Eds.) *The State of Public Management*, (pp. 168-192). Johns Hopkins University Press.
- Bardach, E. (1998). *Getting agencies to work together: The practice and theory of managerial craftsmanship*. Brookings Institution Press.

- Berry, F. S., Brower, R. S., Sang Ok Choi, Goa, W. X., HeeSoun Jang, Myungjung Kwon, et al. (2004). Three traditions of network research: What the public management research agenda can learn from other research communities. *Public Administration Review*, 64(5), 539-552.
- Black, A. E., Koopman, D. L., & Ryden, D. K. (2004). *Of little faith: The politics of George W. Bush's faith-based initiatives*. Georgetown University Press.
- Bozeman, B. (1987). *All organizations are public: Bridging public and private organizational theory*. San Francisco: Jossey-Bass.
- Bryson, J. M., Crosby, B. C., & Stone, M. M. (2006). The design and implementation of cross-sector collaborations: Propositions from the literature. *Public Administration Review*, 66(s1), 44-55.
- Burt, R. S. (1995). *Structural holes: The social structure of competition*. Cambridge, MA: Harvard University Press.
- Bush, G. W. (2006) Guidance to faith-based and community organizations on partnering with the federal government. Retrieved 11/21/2008, 2008, from <http://www.whitehouse.gov/government/fbci/guidance/>
- Bush, G. W. (2002). *Fact sheet: Compassionate conservatism*. Retrieved November 1, 2008, from <http://www.whitehouse.gov/news/releases/2002/04/20020430.html>
- Cho, C., & Wright, D. S. (2001). Managing carrots and sticks: Changes in state administrators' perceptions of cooperative and coercive federalism during the 1990s. *Publius*, 31 (Essays in Memory of Daniel J. Elazar), 57-80.
- Clolerly, P. (2006) Interview with Jay Hein. *The NonProfit Times*. Retrieved 11/21/2008, 2008, from <http://www.nptimes.com/07Jan/npt-070101-1.html>
- Creswell, J. W. (2003). *Research design : Qualitative, quantitative, and mixed method approaches* (2nd ed.). Thousand Oaks, CA.: Sage Publications.
- Creswell, J. W., & Plano Clark, V. L. (2007). *Designing and conducting mixed methods research*. Thousand Oaks, CA: SAGE Publications.
- Cross, R., Borgatti, S. P., & Parker, A. (2001). Beyond answers: Dimensions of the advice network. *Social Networks*, 23, 215.
- Daft, R. L. (1989). *Organization theory and design* (3rd ed.). St. Paul: West Pub. Co.
- Denhardt, R. B., & Denhardt, J. V. (2008). *Public administration: An action orientation* (6th ed.). Belmont, CA: Thompson Wadsworth Publishing Company.
- Denzin, N. K., & Lincoln, Y. S. (2000). *Handbook of qualitative research* (2nd ed.). Thousand Oaks, Calif.: Sage Publications.
- Dilulio, J. J. (2007). *Godly republic : A centrist civic blueprint for america's faith-based future*. Berkeley, Calif.: University of California Press.
- Dornisch, D. (2008). *Network analysis of public sector coordination and collaboration: Conceptual and methodological applications*. Unpublished manuscript.

- Elazar, D. J. (1984). *American federalism: A view from the states* Harper & Row.
- Elazar, D. J. (1987). *Exploring federalism*. Tuscaloosa, AL:University of Alabama Press.
- Executive Order 13199. Establishment of White House office of faith-based and community initiatives. *Federal Register*, 66(8499), 1.
- Farris, A., & Hughes, C. *White house touts faith-based achievements*. Retrieved November 18, 2008, from <http://www.religionandsocialpolicy.org/news/article.cfm?id=7820>
- FBCI Brochure. *An Overview of the Faith Based and Community Initiative*. Retrieved from <http://www.whitehouse.gov/government/fbci/factsheet.html> on June 20, 2008.
- FBCI Report. *FBCI research and evaluation - new research and new results*. (2008). Retrieved September 23, 2008 from http://innovationincompassion.hhs.gov/research_eval/new_research.html.
- Fischer, R. L. (2003). The devil is in the details: Implementing outcome measurement in faith-based organizations. *Spring Research Forum*. Retrieved June 6, 2007 from www.Religionandsocialpolicy.org/docs/events/2003_spring_research_conference/fischer.Pdf.
- Flick, U. (1998). *An introduction to qualitative research* [Qualitative Forschung.] . London; Thousand Oaks, Calif.: Sage.
- Fontana, A., & Frey, J. (1998). Interviewing: The art of science, collecting and interpreting qualitative materials. In NK Denzin and YS Lincoln, (Eds.) *Handbook of Qualitative Research*. Thousand Oaks,CA: Sage Publications , 47-78.
- Frederickson, H. G. (2002). Public administration in the era of blurred boundaries. *PA Times*, 25(11).
- Frederickson, H. G. (1999). The repositioning of American public administration. *PS: Political Science & Politics*, 32, 701-711.
- Frederickson, H. G., & Johnston, J. M. (1999). *Public management reform and innovation : Research, theory, and application*. Tuscaloosa: University of Alabama Press.
- Frederickson, H. G., & Matkin, D. (2005). *Public administration and shared power: Understanding governance, networks, and partnerships*. Working Group on Interlocal Services Cooperation. Wayne State University. Retrieved on March 10, 2007 from http://digitalcommons.wayne.edu/interlocal_coop/8/.
- Frederickson, H. G., & Nalbandian, J. (2002). *The future of local government administration : The hansell symposium*. Washington, D.C.: International City/County Management Association.
- Goldsmith, S., & Boddie, S. (2008). *Stephen goldsmith previews how faith based initiative would change if McCain becomes president*. Retrieved October 15, 2008, from <http://pewforum.org/events/?EventID=201>
- GPRA. *Government performance & results act of 1993*. Retrieved November 23, 2008, from <http://govinfo.library.unt.edu/npr/library/misc/s20.html>

- Governor's Advisory Task Force on Faith Based Community Service Groups. (1996). *Faith in action, A new vision for church state cooperation in texas*. Retrieved August 21, 2008 from www.twc.state.tx.us/svcs/charchoice/faithful.pdf.
- Gray, B., & Wood, D. (1991). Collaborative alliances: Moving from practice to theory. *Journal of Applied Behavioral Science*, 27, 3.
- Grodzins, M., & Elazar, D. J. (1984). *The american system : A new view of government in the united states*. New Brunswick N.J.: Transaction Books.
- Grubbs, J. (2000). Can agencies work together? Collaboration in public and non-profit organizations. *Public Administration Review*, 60(3), 275.
- Heclo, H. (1977). *A government of strangers: Executive politics in washington*. Washington: Brookings Institution.
- Hein, J. *Jay Hein hosts ask the White House*. Retrieved January 23, 2008, 2008, from <http://www.whitehouse.gov/ask/20080225.html> .
- Henton, D., Melville, J., Amsler, T., & Kopell, M. (2006). *Collaborative governance: A guide for grantmakers*. Menlo Park, CA: William and Flora Hewlett Foundation. Retrieved on September 23, 2008 from www.hewlett.org
- Herring, P. E. (1936). *Public administration and the public interest*. New York: McGraw-Hill.
- Skalka, Jennifer (2006) *Hotline on call: Focus on the family's response to kuo book*. Retrieved November 20, 2008, from http://hotlineblog.nationaljournal.com/archives/2006/10/focus_on_the_fa.html
- Imperial, M. T. (2001). Collaboration as an implementation strategy: An assessment of six watershed management programs. Indiana University; *DAI*, 62 (02A), 394-767.
- Johnson, B. R., Tompkins, R. B., & Webb, D. (2002). *Objective hope - assessing the effectiveness of faith-based organizations: A review of the literature*. Philadelphia, PA: Center for Religion and Urban Civil Society; University of Pennsylvania.
- Jonas, M. (2005). *Senator Clinton urges use of faith based initiatives*. Retrieved September 15, 2008, 2008, from http://www.boston.com/news/local/massachusetts/articles/2005/01/20/sen_clinton_urges_use_of_faith_based_initiatives/
- Katz, M. (1996). *In the shadow of the poorhouse: A social history of welfare in America*. New York: Basic Books.
- Keast, R., Mandell, M. P., Brown, K., & Woolcock, G. (2004). Network structures: Working differently and changing expectations. *Public Administration Review*, 64, 363-371.
- Kettl, D.F. (1988). *Government by proxy*. Washington D.C.: CQ Press.
- Kettl, D.F. (1993). *Sharing power: Public governance and private markets*. Washington, DC: The Brookings Institution.

- Kettl, D. F. (1996). Governing at the millennium. *Handbook of Public Administration*, , 5–18.
- Kettl, D. F. (2006). Managing boundaries in American administration: The collaboration imperative. *Public Administration Review*, 66(s1), 10-19.
- Kettl, D. F., & Milward, H. B. (1996). *The state of public management*. Baltimore: Johns Hopkins University Press.
- Kickert, W. J. M., Klijn, E. H., & Koppenjan, J. F. M. (2000). *Managing complex networks: Strategies for the public sector*. Sage Publications.
- Kingdon, J. W. (1984). *Agendas, alternatives, and public policies*. Boston: Little, Brown.
- Kuo, J. D. (2006). *Tempting faith : An inside story of political seduction*. New York: Free Press.
- LaPorte, T. R. (1996). Shifting vantage and conceptual puzzles in understanding public organization networks.". *Journal of Public Administration Research and Theory*, 6(49-74)
- Lasker, R., Weiss, E. S., & Miller, R. (2001). Partnership synergy: A practical framework for studying and strengthening the collaborative advantage. *Milbank Quarterly*, 79(2), 179.
- McGuire, M. (2002). Managing networks: Propositions on what managers do and why they do it. *Public Administration Review*, 62(5), 599-609.
- McGuire, M. (2006a). Collaborative public management: Assessing what we know and how we know it. *Public Administration Review*, 66(s1), 33-43.
- Milward, H. B. (1982). Inter organizational policy systems and research on public organizations. *Administration & Society*, 13(4), 457.
- Milward, H. B., & Provan, K. (2000). Governing the hollow state. *Journal of Public Administration Research and Theory*, 10, 359-379.
- Milward, H. B., & Provan, K. G. (2003). *Public Management Review Managing the Hollow State*, 5(1), 1.
- Milward, H. B., & Provan, K. G. (2004). *The public manager's guide to network management*. American Political Science Association.
- Moe, R. C. (1987). Exploring the limits of privatization. *Public Administration Review*, 47(6), 453-460.
- Moore, M. H. (1996). *Creating public value: Strategic management in government*. Cambridge, MA: Harvard University Press.
- Moreno, J. (1934). *Who shall survive?*. New York: Beacon Press.
- Nadal, S. F. (1957). *The theory of social structure*. London: Cohen and West.

- Newland, C. A. (2006). Facilitative governance organizations and networks: Disaggregated and offloaded government and aggregated response to unloaded stress. *Public Administration Review*, 66(3), 469-472.
- Olasky, M. N. (1992). *The tragedy of American compassion*. Wheaton, Ill.: Crossway Books.
- Olasky, M. N. (2000). *Compassionate conservatism : What it is, what it does, and how it can transform america*. New York: Free Press.
- O'Leary, R., Gerard, C., & Bingham, L. B. (2006). Introduction to the symposium on collaborative public management. *Public Administration Review*, 66(s1), 6-9.
- O'Toole, L. J., Jr., & Meier, K. J. (2004a). Public management in intergovernmental networks: Matching structural networks and managerial networking. *Journal of Public Administration Research Theory*, 14(4), 469-494.
- Peters B.G., & Pierre J. (2001). Developments in intergovernmental relations: Towards multi-level governance. *Policy & Politics*, 29(2), 131-135.
- Peters, B. G., & Pierre, J. (1998a). Governance without government: rethinking public administration. *Journal of Public Administration Research and Theory*, 8(2) 223-244
- Polodny, J. M., & Page, K. L. (1998). Network forms of organization. *Annual Review of Sociology*, 24, 57.
- Presidential Management Agenda. (2007) Standards for Performance. Retrieved 09/15/08 from www.ombwatch.gov.
- Pressman, J. L., & Wildavsky, A. B. (1984). *Implementation : How great expectations in washington are dashed in oakland : Or, why it's amazing that federal programs work at all, this being a saga of the economic development administration as told by two sympathetic observers who seek to build morals on a foundation of ruined hopes* (3rd ed.). Berkeley: University of California Press.
- Provan, K. G. (1983). The federation as an interorganizational linkage network. *The Academy of Management Review*, 8(1), 79-89.
- Provan, K. G., Fish, A., & Sydow, J. (2007). Interorganizational networks at the network level: A review of the empirical literature on whole networks. *Journal of Management*, 33(3), 479-516.
- Provan, K. G., & Milward, H. B. (2001). Do networks really work? A framework for evaluating public sector organizational networks. *Public Administration Review*, 61(4), 414-423.
- The Quiet Revolution: A Determined Attack on Need*. (2008). Retrieved September 15, 2008, from <http://www.whitehouse.gov/government/fbci/qr1.html>
- Ragan, M. (2004). *Using administrative data to compare the performance of faith-affiliated and other social service providers*. Albany, NY: Nelson A. Rockefeller Institute of Government.

- Results.gov presidential management agenda scorecards*. Retrieved November 21, 2008, from <http://www.whitehouse.gov/results/agenda/scorecard.html>.
- Riker. (1975). *Federalism*, in Handbook of Political Science. In Handbook of Political Science, eds. Fred Greenstein and Nelson Polsby, Vol 5., pp 93-172.
- Rittel, H and M. Webber. (1973). Dilemmas in a general theory of planning. *Policy Sciences*, 4, 155-169.
- Roberts-DeGennaro, M. (2006). Executive orders for the faith-based and community initiatives. *Journal of Policy Practice*, 5(4), 55-68.
- Sabatier, P. (1980). The implementation of public policy: A framework of analysis. *Policy Studies Journal*, 8(4), 538.
- Sanford, T. (1967). *Storm over the states* (1st ed.). New York: McGraw-Hill.
- Saranson, S. B., & Lorentz, E. M. (1998). *Crossing boundaries: Collaboration, coordination, and the redefinition of resources*. San Francisco, CA: Jossey-Bass.
- Savas, E. S. (1987). *Privatization: The key to better government*. Chatham, New Jersey: Chatham House Publishers quoted in reinventing government p. 343.
- Scharpf, F. W. (1994). Games real actors could play: Positive and negative coordination in embedded negotiations, *Journal of Theoretical Politics*, 6(1), 27-37.
- Shafritz, J. M. (1998). *International encyclopedia of public policy and administration*. Boulder: Westview Press.
- Shafritz, J. M., Russell, E. W., & Borick, C. P. (2007). *Introducing public administration* (5th ed.). New York: Pearson Longman.
- Simon, H. A. (1946). The proverbs of administration. *Public Administration Review*,
- Smith, K. B., & Frederickson, H. G. (2003). *The public administration theory primer* Westview Press.
- Smith, S., & Lipsky, M. (1993). *Nonprofits for hire: The welfare state in the age of contracting*. Cambridge, Mass.: Harvard University Press.
- Sorensen, E., & Sorensen, E. (2002). *Democratic Theory and Network Governance*
- Stake, R. E. (2006). *Multiple case study analysis*. New York: The Guilford Press.
- Stark, Fortney. (2006) *GAO recommends monitoring funds made to faith-based organizations*. Alcoholism & Drug Abuse Weekly, 18(33), 4-5.
- Terry, L. D. (1995). *Leadership of public bureaucracies : The administrator as conservator*. Thousand Oaks: SAGE Publications.
- Thomson, A. M. (2001). Collaboration: Meaning and measurement. Indiana University; *DAI*, 63 (01A), 288-349.

- Thomson, A. M., & Perry, J. L. (2006a). Collaboration processes: Inside the black box. *Public Administration Review*, 66(s1), 20-32.
- Thurmaier, K. (2005). *Elements of successful interlocal agreements: An Iowa case study*. Paper presented at the Creating Collaborative Communities Conference held at Wayne State University, Detroit, MI, October 31- November 1, 2005.
- Thurmaier, K., & Wood, C. (2002). Interlocal agreements as overlapping social networks: Picket-fence regionalism in metropolitan Kansas City. *Public Administration Review*, 62(5).
- Thurmaier, K. (2006). High-intensity interlocal collaboration in three Iowa cities. *Public Administration Review*, 66, 144-146.
- Tocqueville, A., Bevan, G. E., & Kramnick, I. (2003). *Democracy in America: And two essays on America*. London : Penguin.
- Waldo, D. (1948). Freedom and the administrative state (book). *California Law Review*, 36(3), 501.
- Walker, J. (1969). The diffusion of innovations among the American states. *American Political Science Review*, 63(3), 880.
- Walker, D. B. (1995). *The rebirth of federalism: Slouching toward Washington*. Chatham, N.J.: Chatham House Publishers.
- Weber, E. P., & Khademian, A. M. (2008). Wicked problems, knowledge challenges, and collaborative capacity builders in network settings. *Public Administration Review*, 68(2), 334-349.
- Wilson, P. A. (2003). Faith-based organizations, charitable choice, and government. *Administration & Society*, 35(1), 29-51.
- Wood, C. H. (2004). Metropolitan governance in urban America: A study of the Kansas City region. *Unpublished Dissertation, University of Kansas*,
- Wright, D. S. (1988). *Understanding intergovernmental relations* Brooks/Cole Pub. Co Pacific Grove, Calif.
- Wright, D. S. (2003). Federalism and intergovernmental relations: Traumas, tensions and trends. *Spectrum: Journal of State Government*, 76(3), 10.
- Wright, D. S., White, H. L., & American Society for Public Administration. (1984). *Federalism and intergovernmental relations*. Washington, D.C.: American Society for Public Administration.
- Yin, R. K. (2003). *Case study research : Design and methods* (3rd ed.). Thousand Oaks, Calif.: Sage Publications.

BIOGRAPHICAL INFORMATION

Michael Simmons received a B.A. in History from King College in Bristol, Tennessee and a Masters in Public Administration from the University of North Carolina at Chapel Hill. His research interests include intergovernmental relations, e-government, and distance education. He has extensive experience in the public sector, including significant management experience in state and local government. He also served as executive director of a statewide non-profit organization.