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The Theory and Measurement of Interorganizational Collaborative Capacity in Acquisition and Contracting

Jansen, Erik; Hocevar, Susan; Rendon, Rene G.; Thomas, Gail

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Defense Acquisition in Transition

6TH ANNUAL ACQUISITION RESEARCH SYMPOSIUM

The Theory & Measurement of Inter-Organizational Collaborative Capacity in Acquisition & Contracting

Erik Jansen, Susan Page Hocevar, Rene Rendon, Gail Fann Thomas

Naval Postgraduate School

Action Research Questions

- How are some agencies able to develop successful collaborative relationships while others struggle?
- What factors contribute to or inhibit successful collaborations among organizations?
- How can leaders use survey results to:
 - Assess inter-organizational collaborative capacity?
 - Do action planning to develop the inter-organizational collaborative capacity of their individual organizations or a collective of homeland security organizations?



Collaborative Capacity: The Construct and the Model



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Definition of Collaborative Capacity

“The ability of organizations to enter into, develop, and sustain inter-organizational systems in pursuit of collective outcomes.”

Hocevar, Thomas & Jansen (2006)






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Force Field Analysis

Driving Forces	Restraining Forces	Strategies & Actions to Build Collaborative Capability	
			<p data-bbox="1543 860 1795 966">Desired End-State</p> <p data-bbox="1585 1096 1753 1153">Vision</p> 



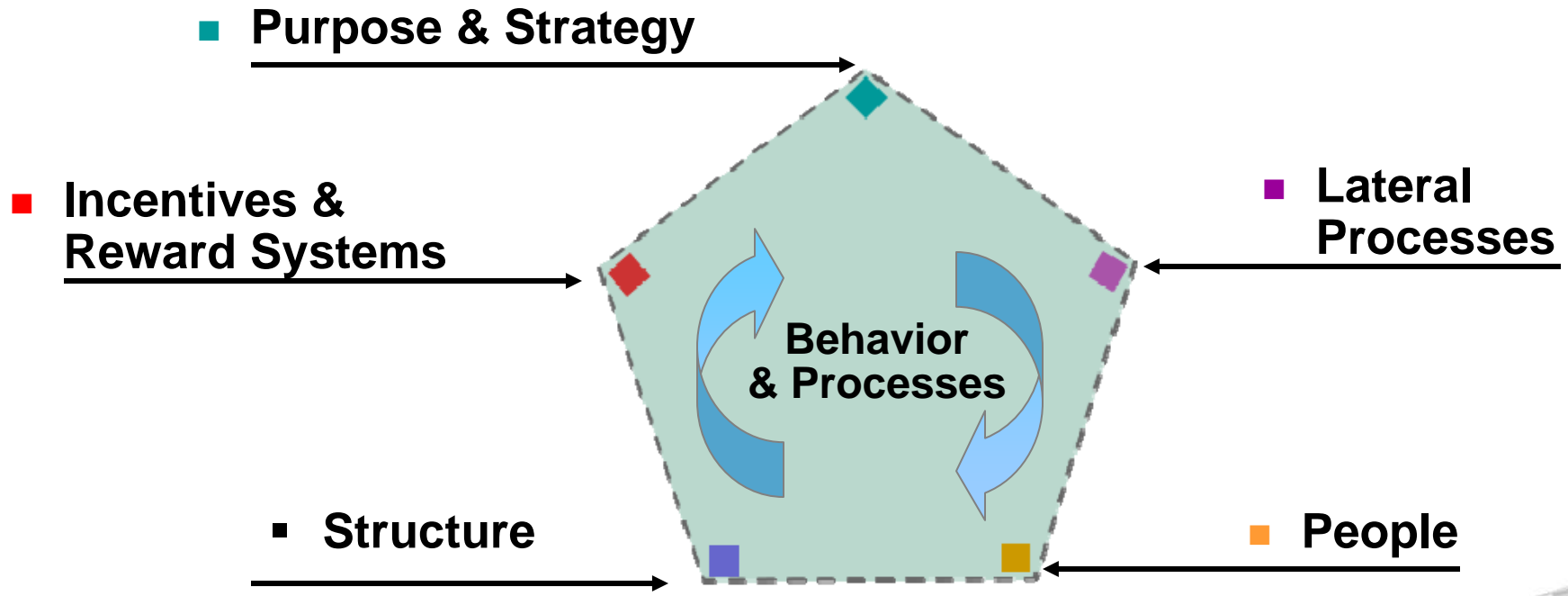
Organizational Domain	Success Factors for Interorg Collaboration
Purpose	<ul style="list-style-type: none"> ▪ “Felt need” to collaborate ▪ Common goal ▪ Willingness to address other agency’s interests or cross-agency goals versus local organizational goals
Structure	<ul style="list-style-type: none"> ▪ Formalized structure for coordination (e.g., liaison roles) ▪ Formalized processes (meetings, deadlines, agendas) ▪ Sufficient authority of participants ▪ Role clarity ▪ Dedicated assets (people, resources) for collaboration
Lateral Mechanisms	<ul style="list-style-type: none"> ▪ Social Capital (i.e., interpersonal networks) ▪ Effective communication and information exchange ▪ Technical interoperability ▪ Combined training events
Incentives	<ul style="list-style-type: none"> ▪ Collaboration as a prerequisite for funding or resources
People Practices	<ul style="list-style-type: none"> ▪ Respect for other parties’ interests, expertise, roles, perspectives. ▪ Perseverance/Commitment

From Hocevar, Thomas & Jansen. *Building Collaborative Capacity An Innovative Strategy for Homeland Security Preparedness*. (In M. Beyerlein [Ed.] *Innovation Through Collaboration*).

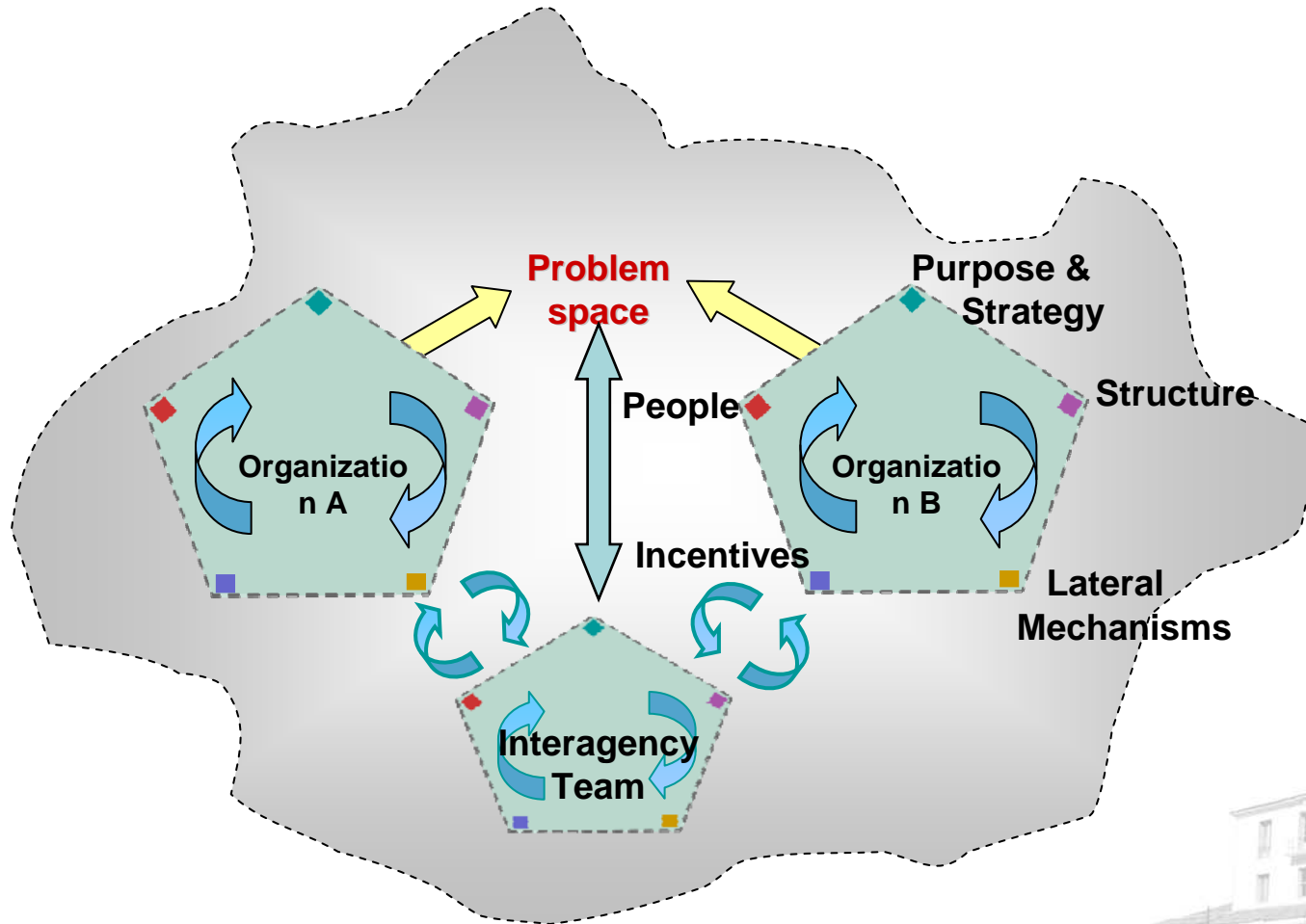
Organization Domain	“Barriers” to Interorg. Collaboration
Purpose	<ul style="list-style-type: none"> ▪ Divergent goals ▪ Focus on regional or local agency concerns ▪ Lack of goal clarity ▪ Not adaptable to interests of other organization
Structure	<ul style="list-style-type: none"> ▪ Impeding rules or policies ▪ Inadequate authority of participants ▪ Inadequate resources ▪ Lack of accountability ▪ Lack of formal roles or procedures for collaborating
Lateral Mechanisms	<ul style="list-style-type: none"> ▪ Lack of familiarity with other organizations ▪ Inadequate communication and information sharing
Incentives	<ul style="list-style-type: none"> ▪ Competition for resources ▪ Territoriality ▪ Org level distrust & lack of mutual respect
People Practices	<ul style="list-style-type: none"> ▪ Lack of competency ▪ Arrogance, hostility, animosity

From Hocevar, Thomas & Jansen. *Building Collaborative Capacity An innovative Strategy for Homeland Security Preparedness*. (In M. Beyerlein [Ed.] *Innovation Through Collaboration*).

Organizational System



Building Interorganizational Collaborative Capacity



Hocevar, S.P., Jansen, E.; Thomas, G.F. (2004).



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Collaborative Capacity: The Survey & Survey-Guided Organizational Development (O.D.)



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Using the Survey to Build Collaborative Capacity

- **Informs leaders and change agents of the strengths and weaknesses of their organization's collaborative systems.**
- **From resulting data, specific interventions can be identified and implemented.**
- **Improves organizational learning regarding inter-agency relationships.**
- **Provides a baseline for assessing improvements in collaborative capacity.**

Diagnostic Process – How?

1. Key agents tailor survey from item bank.

Sample question format:

My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.

1 _____ 2 _____ 3 _____ 4 _____ 5 _____ 6 _____
strongly disagree strongly agree

2. Survey data gathered and analyzed.

3. Feedback meeting (Interpretation):

- What do the results mean?
- What can we learn from these findings?

4. Feedback meeting (Action Planning)

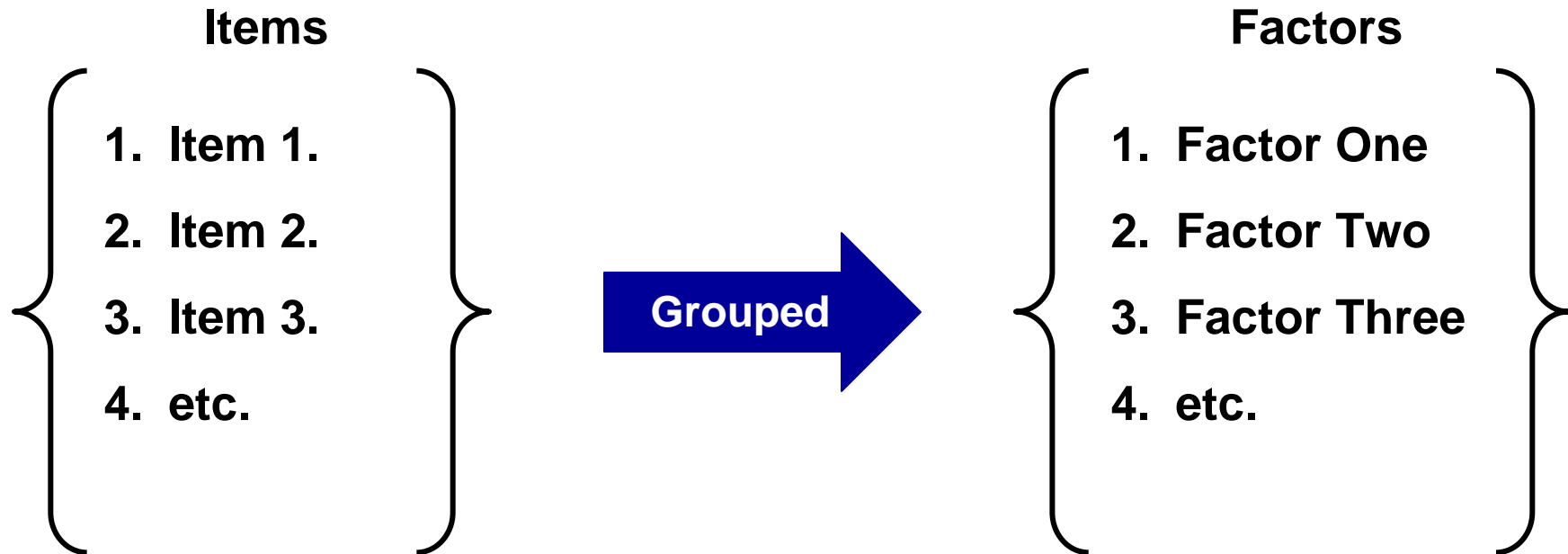
- What are the implications for action?
- How do we improve collaborative capacity based on the results?

Survey Items Grouped into Factors

Sample question format:

My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.

1 _____ 2 _____ 3 _____ 4 _____ 5 _____ 6
strongly disagree strongly agree



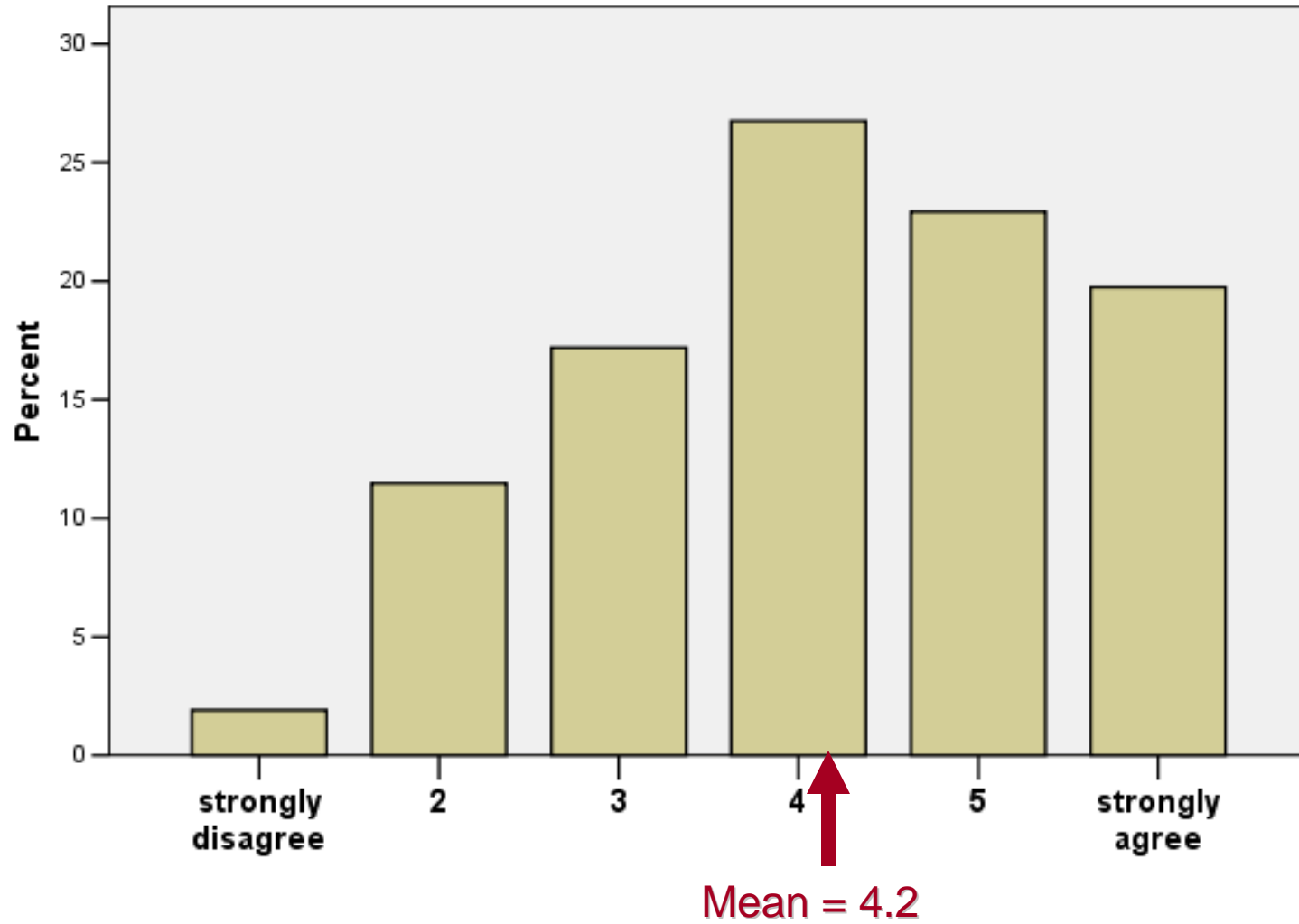
Structural Flexibility Items and Scale

Items	Mean	S.D.
My organization invests significant time and energy to deconflict existing policies and processes that impede collaboration.	3.4	1.3
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.	4.2	1.3
My organization is responsive to the requirements of other organizations with which we work.	4.4	1.1
My organization can quickly form or modify partnerships as requirements change.	4.5	1.3

Scale Statistics

Mean	S.D.	Sample Size	Coef. Alpha
4.1	1.2	135	.78

My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.



Descriptive Statistics for Collaborative Capacity Scales

Scale	Mean	S.D.	<u>n</u>	# of Items	Coef. α
Need to Collaborate	4.7	1.3	307	3	.81
Strategic Collaboration	4.3	1.4	251	5	.85
Social Capital	4.2	1.3	307	2	.79
Interagency Team	4.2	1.3	193	2	.85
Structural Flexibility	4.1	1.2	135	4	.78
Information Sharing	4.1	1.4	226	3	.83
Individual Collab. Capacity	4.1	1.2	258	7	.86
Resource Investments	3.7	1.4	227	3	.88
Lack of Barriers to Collab.¹	(3.7)¹	1.4	136	4	.75
Collaborative Learning	3.5	1.4	225	3	.85
Reward Systems	3.4	1.5	268	4	.86
Metrics for Collaboration	3.0	1.5	264	2	.83

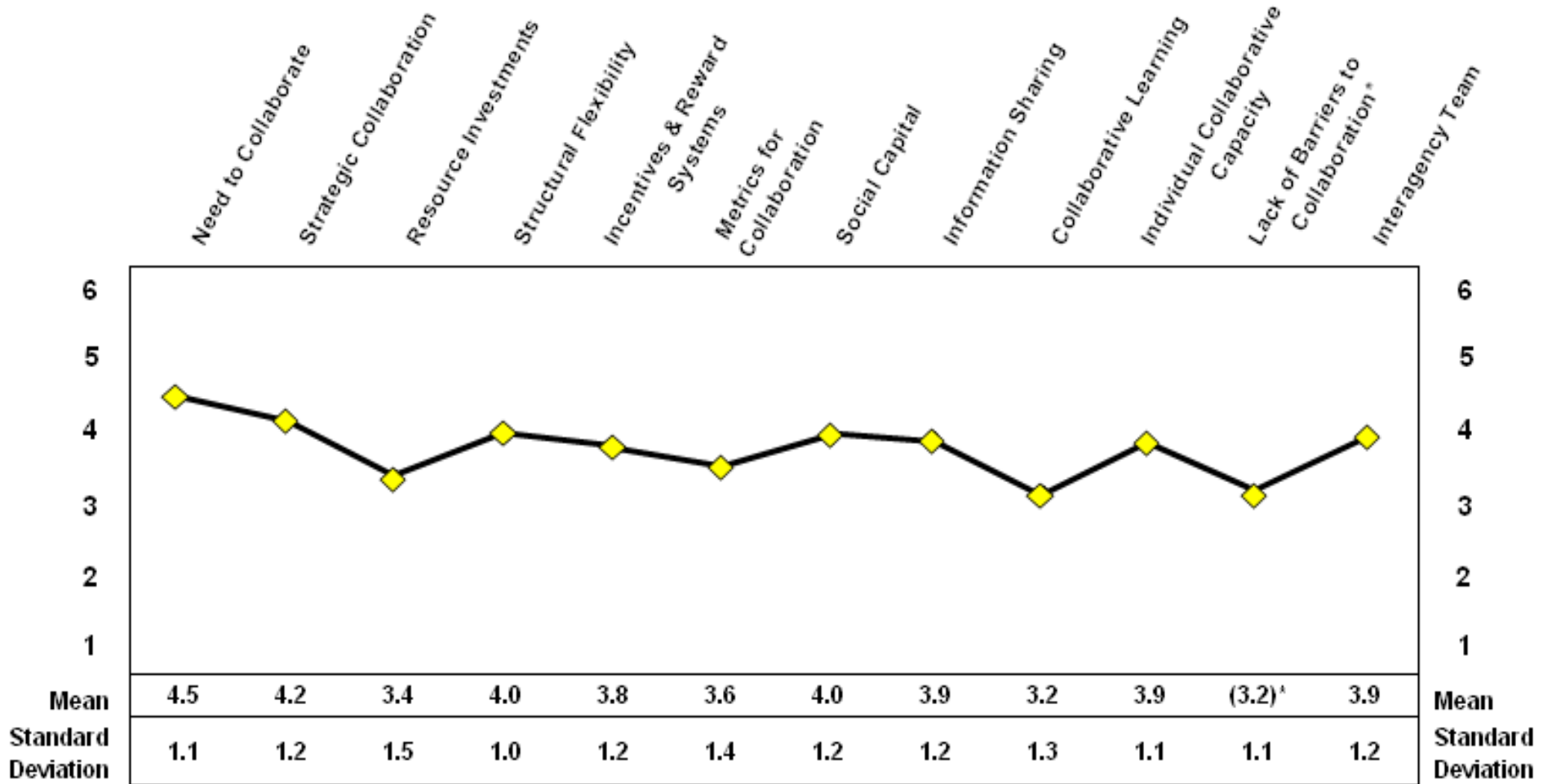
1 The Barriers to Collaboration scale is the only scale in which a higher value represents a lower collaborative capacity. It is thus reversed so that it can be compared to the other scales and relabeled as Lack of Barriers to Collaboration.

Results for a Major DoD Contract Administration Org.

Scale	Mean	S.D.	<u>n</u>
Need to Collaborate	4.5	1.1	46
Strategic Collaboration	4.2	1.2	46
Resource Investments in Collab.	3.4	1.5	43
Structural Flexibility	4.0	1.0	46
Reward Systems	3.8	1.2	45
Metrics for Collab.	3.6	1.4	43
Social Capital	4.0	1.2	46
Information Sharing	3.9	1.2	46
Collaborative Learning	3.2	1.3	46
Individual Collab. Capacity	3.9	1.1	46
Lack of Barriers to Collab.¹	(3.2)¹	1.1	46
Interagency Team	3.9	1.2	40

¹ The Barriers to Collaboration scale is the only scale in which a higher value represents a lower collaborative capacity. It is thus reversed so that it can be compared to the other scales and relabeled as Lack of Barriers to Collaboration.

Profiles for a Major DoD Contract Admin. Org.



Means for a Major DoD Contract Administration Org.

– Purpose & Strategy

- Need to Collaborate (4.5)
- Strategic Collaboration (4.2)
- Resource Investments (3.4)
- Metrics (3.6)

- *Lack of Barriers* to Collaboration (3.2*)

– Reward Systems

- Incentives & Reward Systems (3.8)

– Lateral Processes

- Social Capital (4.0)
- Information Sharing (3.9)
- Collaborative Learning (3.2)

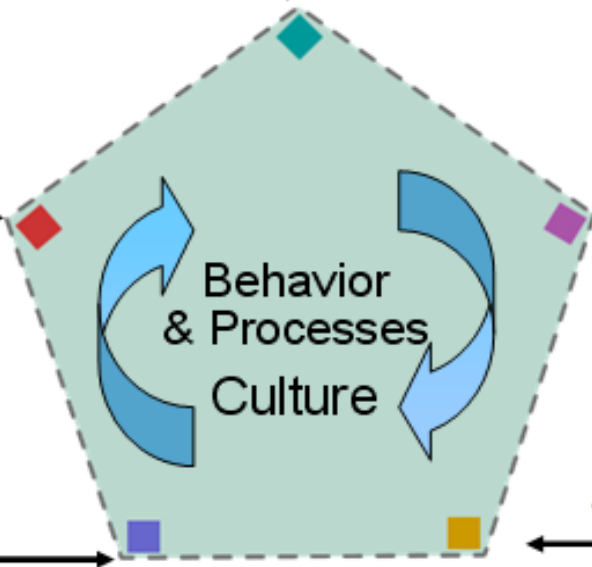
– Structure

- Structural Flexibility (4.0)

– People

- Individual Collaborative Capacity (3.9)

- Interagency Team Support (3.9)



Collaborative Capacity Survey Items and Scales



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Need to Collaborate Items and Scale

Items	Mean	S.D.	
Inter-organizational collaboration is a high priority for my organization.	4.8	1.4	
My organization recognizes the importance of working with other agencies to achieve its mission.	4.8	1.3	
People in my organization understand the benefits of collaborating with other organizations.	4.5	1.2	
Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
4.7	1.3	307	.81

1 This item has been revised for current usage. It now reads: "My organization has committed adequate budget and resources to interorganizational collaboration." This statement removes the overlap between the first and third items in this Table.

Strategic Collaboration Items and Scale

Items	Mean	S.D.
We have clearly established goals for interorganizational collaboration.	4.1	1.4
The leaders of my organization emphasize the importance of collaboration.	4.6	1.4
My organization is willing to address interorganizational goals.	4.6	1.2
My organization's leaders meet and confer with the leaders of other organizations about mutual collaboration.	4.2	1.4
My organization considers the interests of other agencies in its planning.	3.9	1.4
Scale Statistics		
Mean	S.D.	Sample Size
4.3	1.4	251
		Coef. Alpha
		.85

Resource Investment in Collab. Items and Scale

Items	Mean	S.D.
My organization has committed adequate time, budget, and personnel to interorganizational collaboration. ¹	3.8	1.4
My organization is willing to invest resources to accomplish cross-agency goals.	4.1	1.4
My organization has assigned adequate personnel to the work required for effective interorganizational collaboration.	3.3	1.4

Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
3.7	1.4	227	.88

¹ This item has been revised for current usage. It now reads: "My organization has committed adequate budget and resources to interorganizational collaboration." This statement removes the overlap between the first and third items in this Table.

Structural Flexibility Items and Scale

Items	Mean	S.D.	
My organization invests significant time and energy to deconflict existing policies and processes that impede collaboration.	3.4	1.3	
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.	4.2	1.3	
My organization is responsive to the requirements of other organizations with which we work.	4.4	1.1	
My organization can quickly form or modify partnerships as requirements change.	4.5	1.3	
Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
4.1	1.2	135	.78

Reward Systems Items and Scale

Items	Mean	S.D.
Engaging in interagency activities at work is important to career advancement in this organization.	3.7	1.6
My organization rewards employees for investing time and energy in building collaborative relationships.	3.3	1.5
My organization rewards members for their IA collaborative activities.	3.3	1.4
Collaborative talents and achievements are considered when people are reviewed for promotion.	3.4	1.6
Scale Statistics		
Mean	S.D.	Sample Size
3.4	1.5	268
		Coef. Alpha
		.86

Metrics for Collaboration Items and Scale

Items	Mean	S.D.
My organization has identified measurement criteria to evaluate interorganizational efforts. ¹	3.0	1.5
My organization has established clear performance standards regarding interorganizational work. ¹	3.1	1.4

Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
3.0	1.5	264	.83

¹ In the Homeland Security and Defense samples, the wording "interagency" was used rather than "interorganizational."

Information Sharing Items and Scale

Items	Mean	S.D.
My organization has strong norms that encourage sharing information with other organizations. ¹	3.8	1.5
My organization provides other organizations adequate access to information we have that is relevant to their work. ¹	4.1	1.4
People in my organization share information with other organizations.	4.4	1.2

Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
4.1	1.4	226	.83

Collaborative Learning Items and Scale

Items	Mean	S.D.	
My organization commits adequate human and financial resources to training with other organizations. ¹	3.3	1.4	
My organization has strong norms for learning from other organizations. ¹	3.6	1.4	
My organization works with other organizations¹ to identify lessons learned for improved collaboration.	3.5	1.3	
Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
3.5	1.4	225	.85

Social Capital Items and Scale

Items	Mean	S.D.	
Our employees know who to contact in other agencies for information or decisions.	4.1	1.4	
Members of my organization take the initiative to build relationships with their counterparts in other organizations.	4.3	1.3	
Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
4.2	1.3	307	.79

Individual Collaborative Capacity Items	Mean	S.D.
Our employees have the collab. skills (e.g., conflict management and team process skills) needed to work effectively with other orgs.	4.0	1.3
Members of my org. are aware of the capabilities of other orgs with which we have to work.	3.9	1.2
Members of my org. respect the expertise of those in other orgs with whom we work.	4.5	1.2
Members of my org. understand how our work relates to the work of other organizations with whom we need to collaborate.	4.3	1.2
Members of my org. are able to appreciate another org's perspective on a problem or course of action.	4.0	1.1
Members of my org. are willing to engage in a shared decision-making process with other orgs when addressing inter-organizational issues.	4.2	1.2
People in my org. seek input from other orgs.	4.1	1.3

Individual Collaborative Capacity Scale Statistics

Mean	S.D.	Sample Size	Coef. Alpha
4.1	1.2	258	.86

Barriers to Collaboration Items and Scale

Items	Mean	S.D.
A history of interorganizational conflict affects our interorganizational capability.	3.6	1.5
People in my organization tend to be suspicious and distrustful of their counterparts in other organizations.	3.1	1.4
I face incompatible requirements or requests when working with other organizations.	3.3	1.1
Conflicting organizational policies make collaboration difficult.	3.6	1.3
My organization's unique requirements make collaboration difficult.	2.7	1.5

Scale Statistics

Mean	S.D.	Sample Size	Coef. Alpha
3.3	1.4	136	.75

Interagency Team Items and Scale

Items	Mean	S.D.	
My organization gives members of special project teams (or tiger teams) adequate authority to speak on behalf of the organization. ¹	4.2	1.4	
My organization supports the decisions and recommendations of the special project or tiger team. ²	4.3	1.2	
Scale Statistics			
Mean	S.D.	Sample Size	Coef. Alpha
4.2	1.3	193	.85

Using the Survey to Build Collaborative Capacity

- Informs leaders and change agents of the strengths and weaknesses of their organization's collaborative systems.
- From resulting data, specific interventions can be identified and implemented.
- Improves organizational learning regarding inter-agency relationships.
- Provides a baseline for assessing improvements in collaborative capacity.

The Theory & Measurement of Inter-Organizational Collaborative Capacity in Acquisition & Contracting

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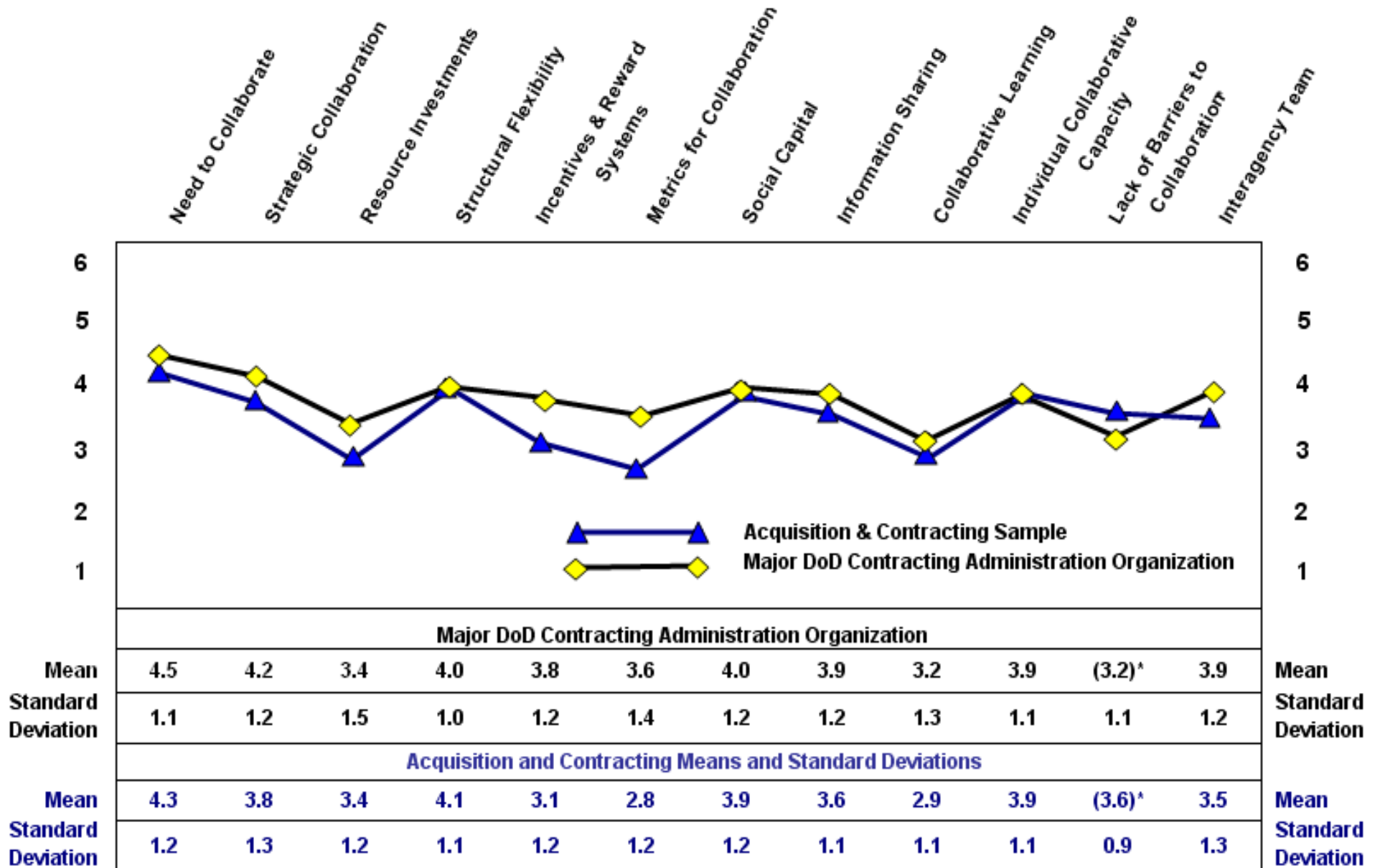
Extras - Outtakes



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Profiles for a Major DoD Contract Admin. Org. & an NPS Acquisition and Contracting Sample Representing an Organizational Set



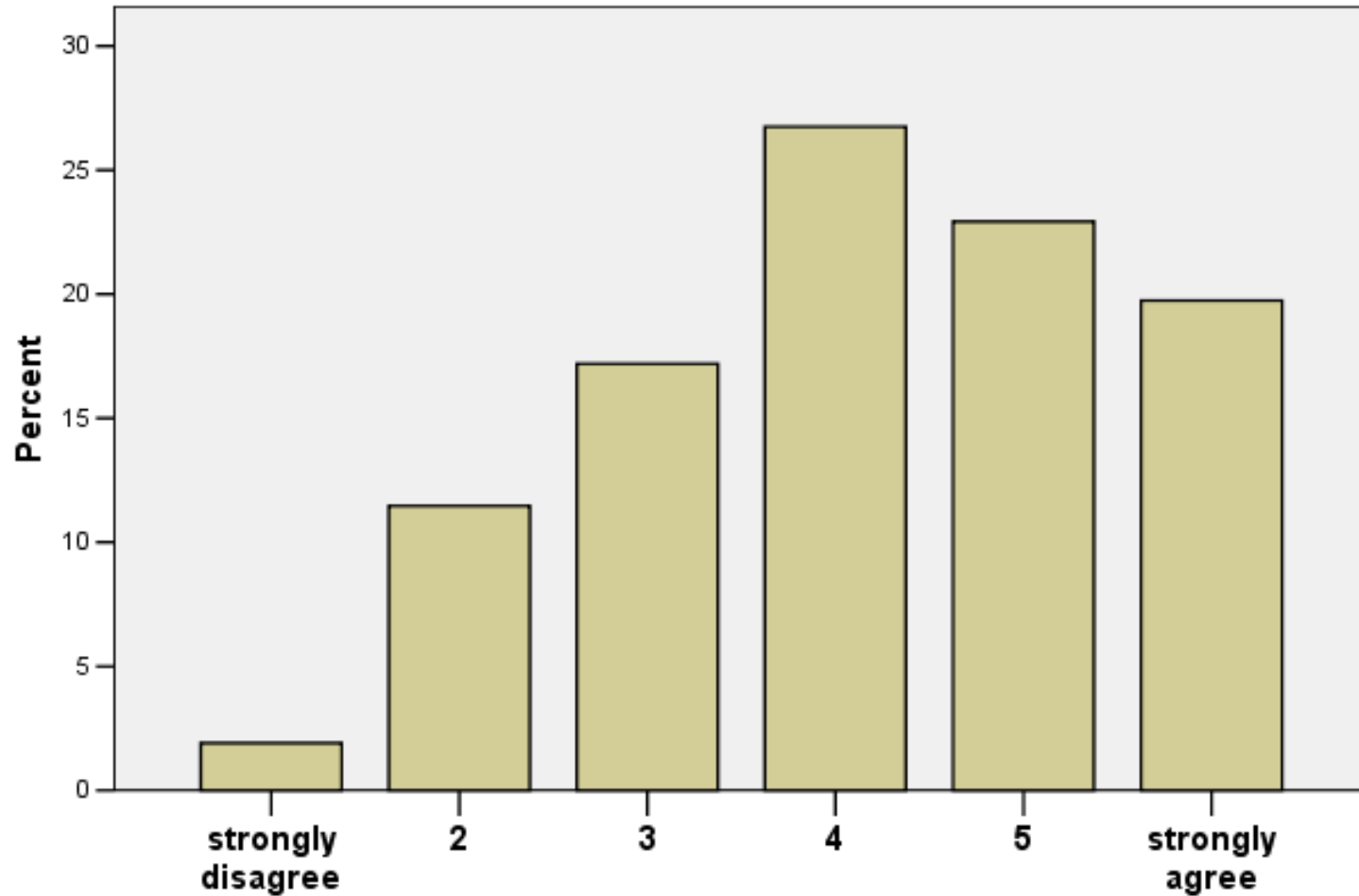
Structural Flexibility Items and Scale

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My organization is responsive to the requirements of other organizations with which we work.	4.4	1.1
My organization can quickly form or modify partnerships as requirements change.	4.5	1.3

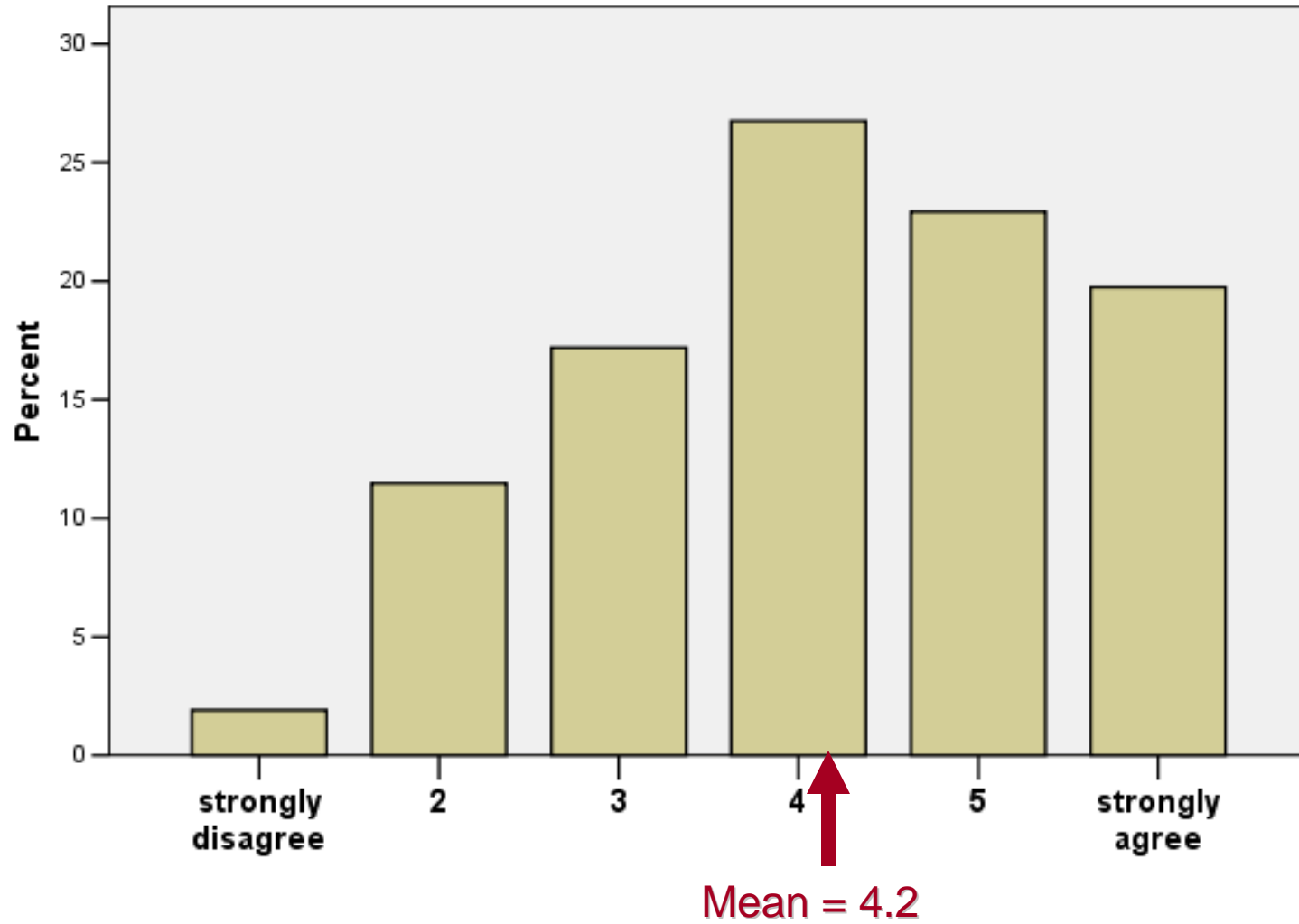
Scale Statistics

Mean	S.D.	Sample Size	Coef. Alpha
4.1	1.2	135	.78

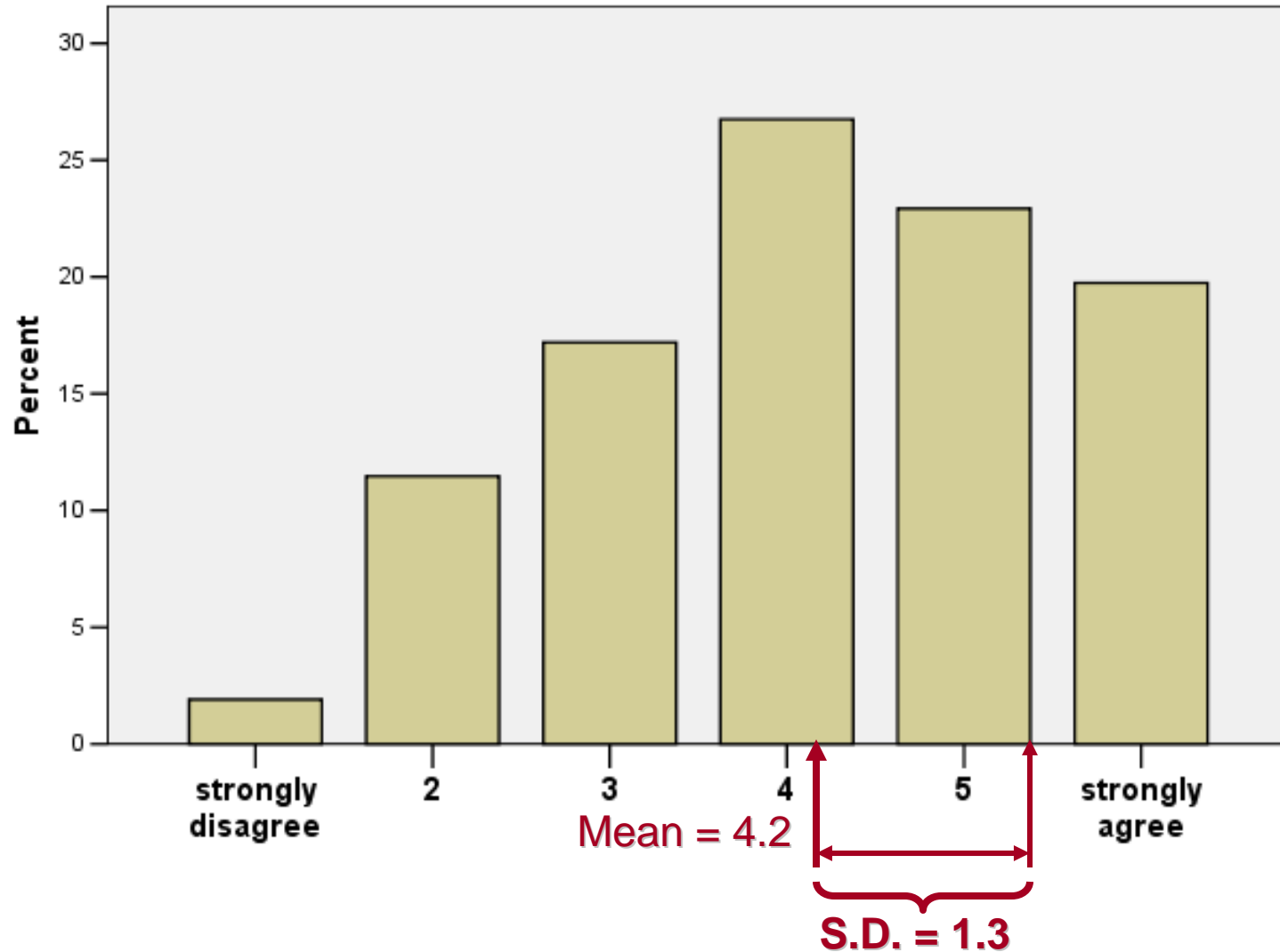
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.



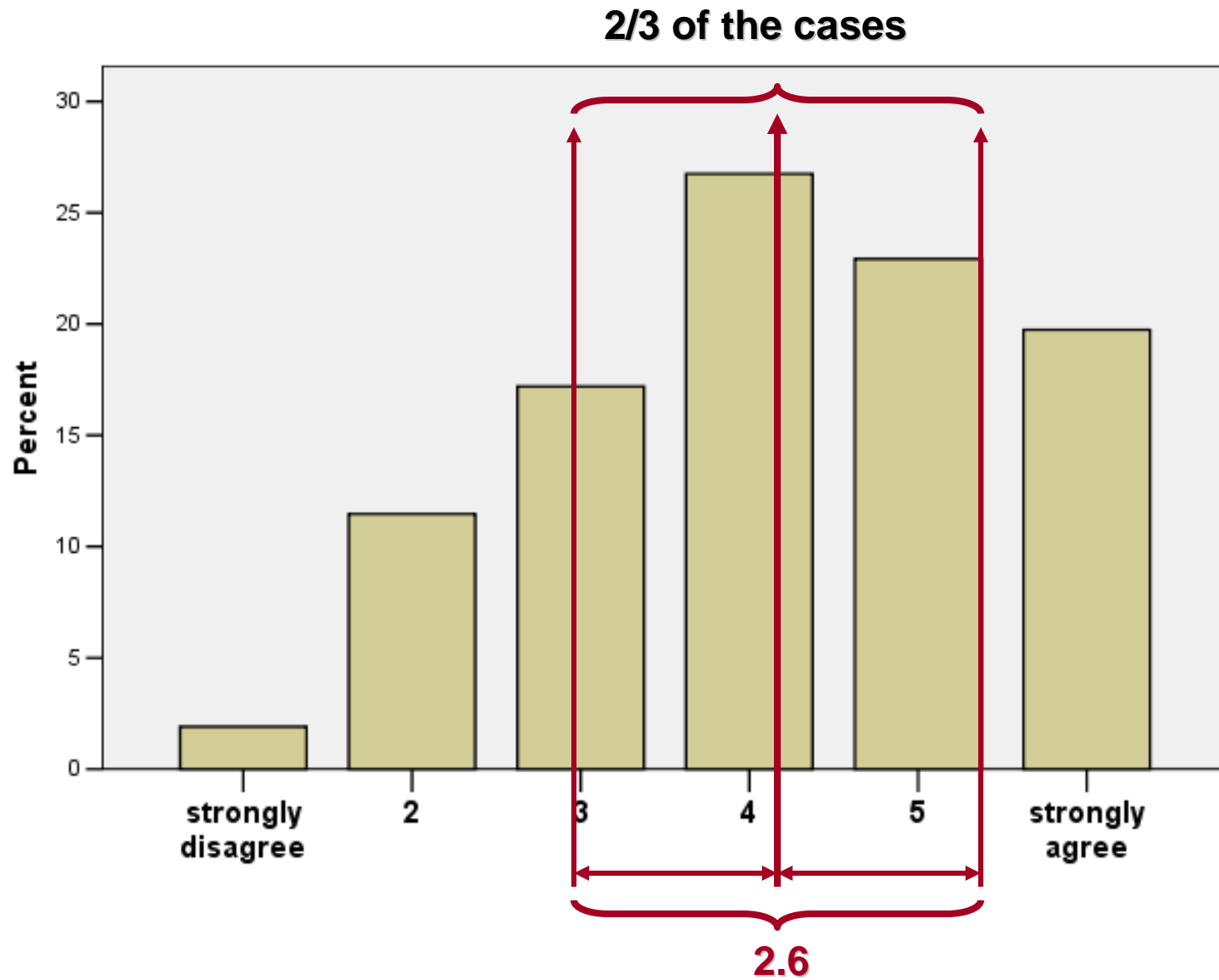
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.



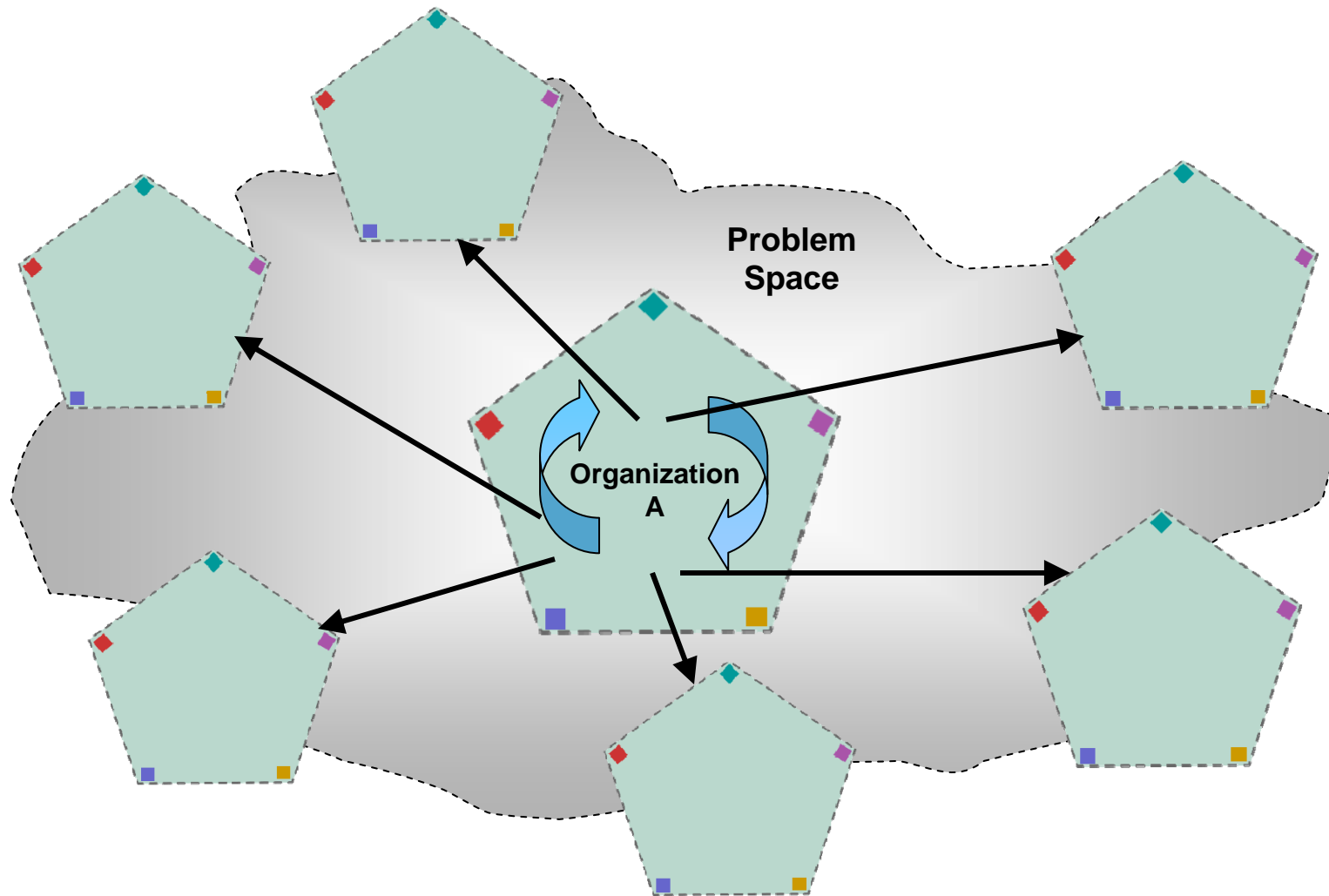
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.



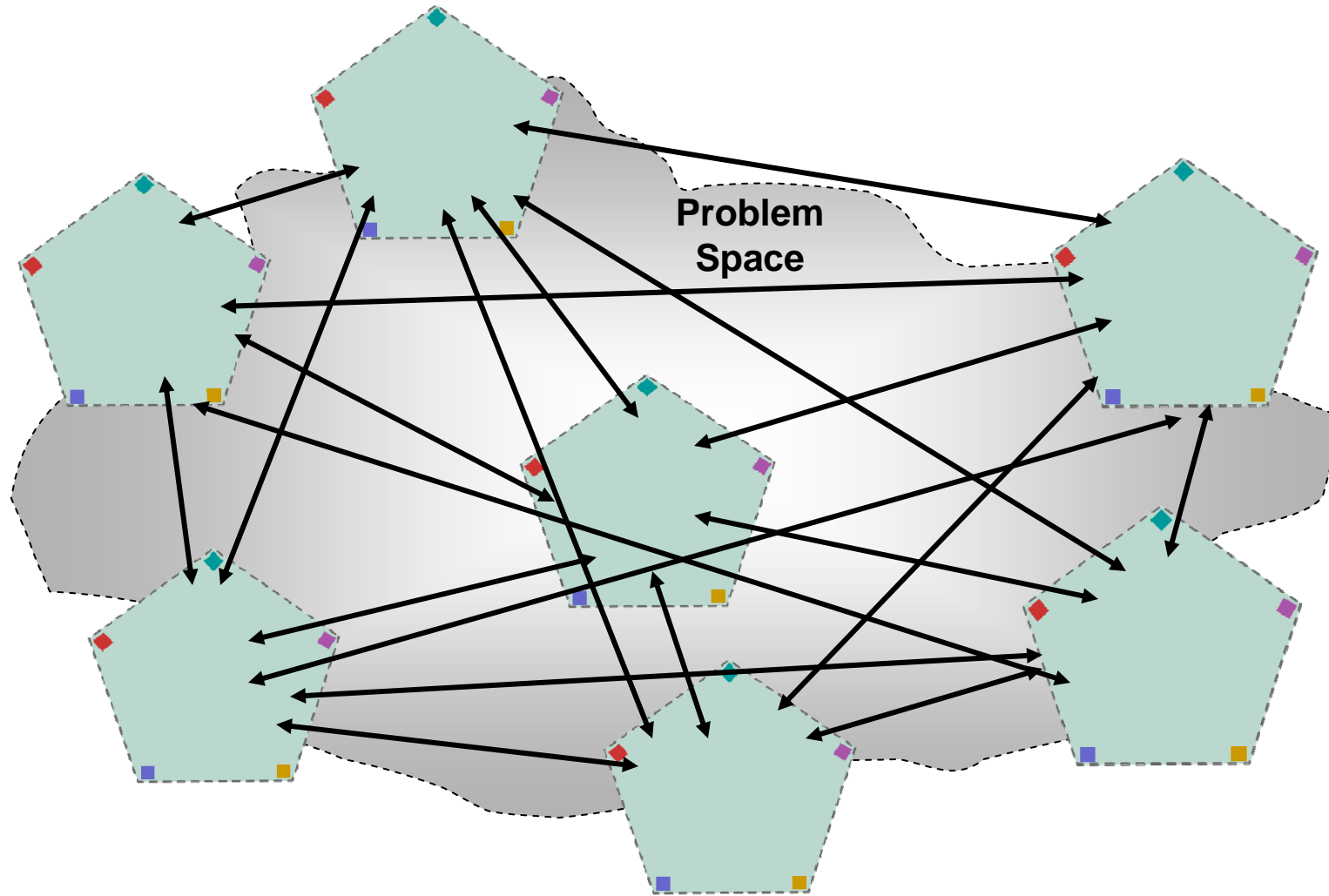
My organization is flexible in adapting its procedures to better fit with those organizations with which we work or might work.



Organization A's Collaborative Capacity in a Shared Problem Space



An Inter-Organizational *System's* Collaborative Capacity in a Shared Problem Space

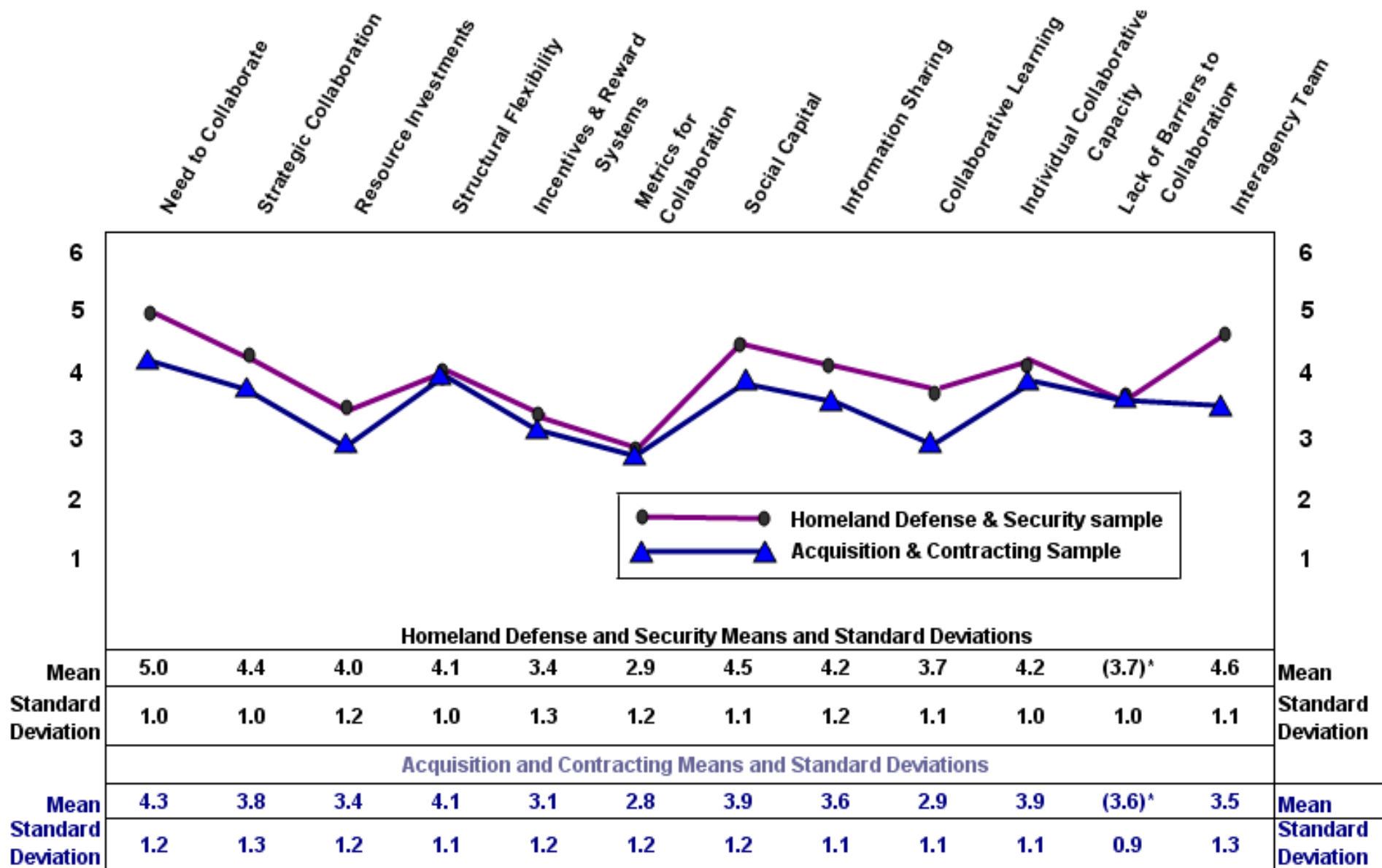


Descriptive Statistics for Collaborative Capacity Scales

Scale	Homeland Defense & Security			Acquisition & Contracting		
	Mean	S.D.	<u>n</u>	Mean	S.D.	<u>n</u>
Need to Collaborate	5.0	1.0	145	4.3	1.2	49
Strategic Collaboration	4.4	1.0	145	3.8	1.3	49
Resource Investments	4.0	1.2	144	3.4	1.2	49
Structural Flexibility	4.1	1.0	145	4.1	1.1	49
Reward Systems	3.4	1.3	145	3.1	1.2	49
Metrics for Collaboration	2.9	1.2	141	2.8	1.2	49
Social Capital	4.5	1.1	144	3.9	1.2	49
Information Sharing	4.2	1.2	145	3.6	1.1	49
Collaborative Learning	3.7	1.1	145	2.9	1.0	49
Individual Collab Capacity	4.2	1.0	144	3.9	1.0	49
Lack of Barriers to Collab ¹	(3.7) ¹	1.0	145	(3.6) ¹	.9	49
Interagency Team	4.6	1.1	117	3.5	1.3	48

¹ The Barriers to Collaboration scale is the only scale in which a higher value represents a lower collaborative capacity. It is thus reversed so that it can be compared to the other scales and relabeled as Lack of Barriers to Collaboration.

Profiles for Homeland Defense & Security versus Acquisition & Contracting Samples



Profiles for a Major DoD Contract Admin. Org. & an NPS Acquisition and Contracting Sample Representing an Organizational Set

