THE ART AND SCIENCE OF COLLABORATION

Clean Air Partnership

CLEAN AIR COUNCIL

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ABOUT THE CLEAN AIR PARTNERSHIP

Clean Air Partnership (CAP) is a registered charity that works in partnership to promote and coordinate actions to improve local air quality and reduce greenhouse gases for healthy communities. Our applied research on municipal policies strives to broaden and improve access to public policy debate on air pollution and climate change issues. Our social marketing programs focus on energy conservation activities that motivate individuals, government, schools, utilities, businesses and communities to take action.

Clean Air Partnership's mission is to transform cities into more sustainable, resilient, and vibrant communities where resources are used efficiently, the air is clean to breathe and greenhouse gas emissions are minimized.

IMAGES

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INTRODUCTION

The goal of this Primer and accompanying power point is to begin to create a repository for documenting and sharing experience and expertise of how to identify collaboration barriers and the interventions that can be put place to address them. This version of the primer is preliminary and is simply meant to serve as a starting point for that conversation and experience and lessons learned sharing. Thank you for reviewing this and for being open to having Clean Air Partnership staff contact you to gather your collaboration issues and experiences.

While many evolutionary biologists have coined the term 'the selfish gene,' espousing the belief that humans are inherently motivated by self-interest and not biologically designed to collaborate, recent neurological studies have shown that collaboration triggers the brain's reward circuits, making us feel good. Things that make us feel good; make us want to do them more often. However, it is important to recognize that the desire to work together is not necessarily our first instinct. Collaboration can only succeed in a hospitable environment. This Primer will explore opportunities to advance such a hospitable environment. A recent survey of municipal managers noted that '*Collaboration is about relationship building. It's being open, transparent and communicative in appropriate ways, constantly, continually...*'

This Primer focuses on internal collaboration within an organization rather than between different organizations, with a focus on cross-departmental collaboration rather than collaboration within a single department. While inter-departmental collaboration is challenging, it is essential in addressing complex climate change issues that cross-departmental boundaries and responsibilities. In addition, inter-departmental collaboration can lead to the implementation of actions that can advance a variety of organizational priorities and goals, leading to significant gains across departments. When trying to address problems like climate change, effective collaboration is a necessary requirement for success. But it is still important to ask oneself what is the value of collaboration? Will it improve project performance? Will it save time or lower costs? Will it lead to better decision-making? If so how?

It is important to note that the overarching goal we are trying to advance is improvements in project outcomes, not improvements in collaboration. Collaboration makes sense where the value exceeds opportunity costs (foregoing other projects) and collaboration costs (time and effort communicating across units can result in delays, and lack of agreed upon outcomes and clear accountability can result in lack of project advancement or poor quality projects).

Part 1 of this Primer will explore collaboration enabling factors and key learnings from private sector entities who have been found to collaborate well and how those learning can be applied to government.

Part 2 of the Primer will explore how to identify the barriers to collaboration.

Part 3 will focus on how you can drive collaboration costs down by advancing interventions to reduce the barriers to collaboration.

Finally, in Part 4 we present some frameworks for tracking collaborative ability at the individual and group level over time.

WHAT IS COLLABORATION AND WHAT IS IT GOOD FOR?

Collaboration is the act of working with others on a joint project in order to improve the outcomes from that project. The second part of that sentence is key. Collaboration is not the goal; improving hoped for project outcomes is the goal. Collaboration is the strategy used to achieve that goal.

Because governments spend public dollars, they tend to be risk averse, applying conservative business practices. Similar to private enterprise, impediments such as inter-departmental rivalry, lack of information sharing mechanisms and turf protection, also present barriers to collaborative efforts in the public sector. In addition, red tape, vague policies, power asymmetry and bureaucratic silos make the task of collaboration in government even more complicated. Taking small steps like mentorship, encouraging dialogue, remaining open-minded and embracing a diversity of knowledge are small strategies that can be adopted by public sector managers to foster collaboration without undue risk.

Cross cutting policy issues such as revenue generation or climate change are becoming ever-more complex requiring input from multiple departments and necessitating multiple actors working together. Managers must communicate constraints to their team. Studies have shown that people will be more respectful and understanding of constraints as long as they know about them in advance. The public-sector manager must gather as much information as possible, learning about a policy issue from as many perspectives as possible. It is then up to the manager to disseminate this information to others across inter-and intra-departmental boundaries.

More so than in any other sector, collaboration in government really does hinge on management. It is up to managers to ensure information flow, help actors get familiar with one another and ensure that power dynamics across departments are not asymmetrical. With the hurdles of power dynamics and political pressure, fostering collaboration may not be at the forefront of most managerial mind-sets. However, with small things like the interventions identified in this Primer, steps can be taken towards fostering an environment more hospitable to collaboration. With the constant evolution of information technology, information sharing can be simplified, making collaboration easier than in the past. In the meantime, focusing on identifying the barriers and advancing select facilitating factors for collaboration within a government framework can help foster a more collaborative working environment.

PART 1: COLLABORATION FACILITATING FACTORS

Collaboration at the Individual Scale

Collaboration is often seen as a reflection of organizational culture, but at its core, successful collaboration comes down to the individual. Effective collaboration is highly dependent upon the skills of individuals. To build collaboration, we must examine those individual characteristics that make for effective collaborators.

Emotional Regulation

Conflict is often seen as a hurdle towards collaboration but in a group setting conflict is inevitable. Although logic dictates that conflict is negative, this is not necessarily the case. When emotions are regulated, conflict can be productive. Maintaining an open, feedback rich environment that encourages people to talk through issues will ensure that conflict will remain task based and not personal.

Relationship Building

Pre-existing informal relationships increase the potential for successful collaborations. Informal relationships can grow from formal structures such as task forces, board meetings and seminars. Shared learning experiences in a group setting builds trust between team members and fosters informal relationship development. Strong informal relationships result in greater emotional regulation and increased conflict resolution.

Leadership

Like many cultural aspects of an organization, the willingness to collaborate with one another generally flows top-down. A majority of municipal workers ranked personal characteristics ahead of strategic thinking or technical expertise when asked about what makes an effective manager. Survey respondents identified personal characteristics such as open-mindedness, honesty, flexibility, unselfishness, persistence, and trustworthiness as key traits of a collaborative manager.

Altruism

When collaborating, participants must be open-minded, willing to be persuaded, and also to defer to the expertise of others. An effective

collaborator will view the success of the collaboration as a personal success; an ineffective one will view getting their way as the only route to personal success. This statement cuts at the heart of what makes a good collaborator. Those who chase individual accolades are doomed to fail while those who put the success of the organization at the forefront will be much more likely to succeed.

Delineation

Individual roles must be clear at the onset. Ambiguity can hamper collaboration and productivity. However, while individual roles need to be clear, end goals can be more ambiguous. When the end goals and the process by which they can be achieved are less precisely defined, the group will organically work together to determine how to progress. Furthermore, ambiguous goals provide an opportunity to discuss perspectives and find common ground.

Goal-Setting

Collaborative efforts rely heavily on momentum. It is better to set smaller goals and targets to start. As these smaller goals are achieved, momentum will begin to snowball. With the attainment of small successes, trust and belief in the team and the process are built and team members remain engaged.

Engagement

Engaged staff who feel their work is important are more willing collaborators. Managers must create circumstances and environments to engage people. While it is impossible to ensure everyone is engaged at all times, a manager can put in place frameworks to increase the likelihood of team members remaining engaged.

Familiarity

Collaborators thrive in the right environments but can stagnate given the wrong settings. Contemporary work environments are comprised of highly specialized individuals. The more educated or specialized an individual, the less likely they are to collaborate. Doing something as simple as ensuring a portion of team members know each other at the on-set of a task can greatly increase the likelihood of success.

In order to support the facilitating factors noted above, Part 2 of this Primer will explore how to understand your team and your organization's barriers and Part 3 will explore possible interventions to address the existing barriers. However, before we move towards the How of Collaboration we will explore a

bit more on what we can learn from the private sector and how those lessons can be transferred to the Local Government context.

What can we learn from the private sector?

The private sector has experienced the same difficulties building collaboration and can provide useful examples to the public sector of how issues were overcome. As the skill-set of the workforce has become more specialized, this has also made it increasingly difficult to collaborate effectively.

Orientation

Companies that collaborate well ensure it is engrained in their staff from the onset. For example, telecom giant Nokia ensures new staff are introduced to at least 6 members of their team and 6 members outside of their team within their first week on the job. This serves to build informal relationships and give the new hires knowledge about what other people in the organization are responsible for. This is an easy practice that can be adopted by any manager across the public or private sector to help build informal relationships among colleagues. This small practice also ensures that people are familiar with each other's roles and responsibilities in the organization, giving team members the knowledge of whom they can turn to for information.

Mentorship

Developing mentoring relationships seems to be a common thread in companies that collaborate well. Mentoring works best under three circumstances: when both parties to the mentoring relationship volunteer for it; when the mentor is skilled in active listening; and when senior staff are mentors, thereby building top-down acceptance of the practice. Companies that prioritize mentorship and invest time to guide their future leaders are inherently good at collaboration.

Openness

The most effective corporations have open cultures that embrace different points of view, allowing staff freedom to work within overall organizational frameworks. Successful companies do not manage people but instead, manage the framework, providing constant learning for their employees.

PART 2: IDENTIFYING COLLABORATION VALUE AND BARRIERS ACROSS THE ORGANIZATION

Collaboration rarely occurs naturally, largely because management, often unintentionally, erects barriers that reduce people's motivations to collaborate. Management strategies, for the most part, tend to have a strong focus on decentralization. Managers are delegated responsibilities, the clearer the lines of responsibilities and accountability, the better. Each manager is allocated indicators or metrics that can enable them and others to know what they have achieved and what they haven't achieved. To improve the sense of autonomy and the possibility of success, managers determine the best course of action to achieve those metrics. Management puts in place incentives or bases their performance evaluation to motivate managers to achieve those objectives. This is the essence of modern management. A decentralized system with clear lines of responsibility, a great deal of accountability and rewards for those who perform.

It often delivers good performance – up to a point. Issues occur when each manager becomes increasingly independent and focuses simply on their own unit – after all that is what they have been set up to do. Therefore, issues can occur when managers care only about achieving their own goals and have little interest in helping achieve other organizational goals. Over time, and without interventions occurring, that common management style can result in isolated and non-collaborating silos across an organization.

The solution to this, however, is not to do away with the decentralized system and move towards the opposite extreme, which is extreme centralization where a few people hold the information and decision is making abilities. There is a different approach that management guru Mortan Hansen calls Disciplined Collaboration, which requires that

organizations be decentralized, yet also coordinated. To build this model, leaders need to detect the barriers to collaborations and put in place interventions that can overcome them without reducing the value gained from a decentralized management structure. This means we need to identify the particular collaboration barriers that we are likely to face and know what we can do to try to overcome or minimize those barriers.

The Not-Invented Here Barrier

The not-invented here barrier arises when people are not willing to reach beyond their own units to get input and collaborate. Why wouldn't they be willing? Well in many cases they would not need to as they would retain the ability and capacity to deliver on their own, so why take the time and effort to collaborate when it won't help you achieve any more than you could on your own. However, how about when they don't have what they need? First they need to realize they don't have all they need to succeed and that getting input and support from others would be of value and then they need to be willing to admit that to themselves and others. Some of the factors that lead to the Not-Invented Here Barrier include:

Insular Culture

People who work together often develop an insular culture as they spend time with each other and this can restrict the diversity of views they are exposed to and reinforce their already accepted perspective.

Status Gap

If individuals think they are at a higher level they will often not reach out to collaborate with those lower in the hierarchy. In addition, those lower in the hierarchy often don't want to mingle with more senior people because it reduces their sense of personal autonomy and control. As such, the status gap runs in both directions and can create a barrier to collaboration.

Self-Reliance

Our western culture places a strong value on self-reliance. We have a deep-seated belief that we need to solve our own problems and that we are being a burden or are showing incompetence when we ask for help

from others. People sometimes see the need for help from others as a weakness or fear that others will interpret it as a weakness. People may decide that it is better not to reach out at all; or that it is easier (and certainly more comfortable) to go to people they already know and trust (even if these aren't the right people to get the job done). Fear of revealing shortcomings becomes a barrier to collaboration.

The Hoarding Barrier

"Hoarding knowledge ultimately erodes your power. If you know something important, the way to get power is by sharing it " (Joseph Badaracco, Professor of Business Ethics at Harvard Business School). Unlike the not invented here barrier, where people do not want to ask others for input, the hoarding barrier concerns people who might be able to provide help but they do not offer it (and can even ignore requests for it). There are a number of reasons people behave like this. The following factors can often undermine people's willingness to collaborate.

Competition

We have often heard the saying that information is power, so why would you give it away for free? Competition within the public sector is often a lower barrier than in the private sector, but it still exists and can be an impediment to collaboration. For example, there is always an element of competition within municipalities related to budget allocations.

Narrow Incentives

In addition, if people are simply rewarded on how well they do their own job they will tend to focus their efforts on their jobs exclusively. The narrow incentives that often accompany our job descriptions and performance evaluations (many of which do not include any measurement of collaboration efforts and results (more on that later) can set up an organization for hoarding behavior because people pay attention to their own targets and metrics to the exclusion of helping those outside their immediate unit.

Being Too Busy

People are under significant pressure to perform and feel time constrained. As such, they feel they cannot afford to have the luxury of time to help others, so people are faced with a dilemma. Do their own work (but not help others), or help others (but get less of their own work done). Studies undertaken at Hewlett-Packard did find that team members who helped other projects ended up taking longer to complete their own projects, because they spent time helping others and this took time away from their own projects. Unless collaboration is encouraged, recognized and rewarded in a person's responsibilities/performance Being Too Busy will often emerge as a barrier to collaboration.

Fear of Losing Power and Being Made Redundant

If knowledge is power, this can lead to the conclusion that a person is more valuable in an organization the more they know and the less others know. So why share that information and possibly make themselves less valuable and more likely to become redundant? If people feel they will become less valuable to the organization by spreading their knowledge they may be inclined to hoard it. These perceptions related to information hoarding may have made sense in past work environments based on simple and straightforward tasks, but in addressing complex policy challenges being able to bring people and perspectives together is a far more necessary skill.

The Search Barrier

It can be complicated to figure out what we know, what we don't know, and then who can help us know about it. This is the necessary exercise of identifying the people who have the answers to the challenges and issues we are facing. How do we find them and get them to work with others trying to solve these issues?

Search Barriers: Size, Distance, Information Overload and Poverty of Networks

Unlike the above two barriers, where people are unwilling to collaborate, the search barrier focuses on the inability to find information and people in an organization. People often spend far too

much time searching for the knowledge they need, and the larger the organization the greater the search problem often is. In addition, the search barrier is exacerbated by physical distance. The physical distance need not be a different city or country; it can often be as simple as a different building or even a different floor in the same building. This is not surprising, we all understand how it can be inconvenient to look for people and knowledge in departments that are far away or where there is limited opportunities for interaction between different departments.

In order to help us get the information we need, we have put in place databases, content management systems, and then there is the internet. All of these solutions have created a new problem - information overload. Information overload makes search harder because of information noise (the ratio of the total amount of information we are presented with, versus the amount of useful information that is directly relevant to the issues we are presently dealing with). The sheer amount of information we are presented with on a daily basis makes it more challenging to pull out the information that is directly relevant to the problems we are trying to solve.

The six degrees of separation idea/folklore claims that all living things in the world are six or fewer steps away from each other so that a chain of a friend of a friend statements can be made to connect any two people in a maximum of six steps. That two strangers might discover some sort of connection is one thing, finding the right person who has the information we need on a specific matter is another. It may be a small world for the well-connected few, but it's a big world for most others, and that leads to the search barrier.

The Transfer Barrier

People run into problems in transferring expertise, know-how and technologies when people from different units do not know how to work together. This transfer problem is not about motivations, but rather about their ability to communicate their perspective and expertise in a manner that others can understand. Several of the below factors can cause transfer challenges.

What to do about a problem like Tacit Knowledge

Tacit Knowledge is one of the types of information that makes transfer difficult. Tacit information refers to information that is hard to articulate orally. Explicit knowledge, on the other hand, can easily be articulated. Tacit knowledge as a barrier often exists between departments due to the different specializations and expertise. It takes time to learn and master tacit knowledge. As such, it takes time to communicate that knowledge to others who were not educated in that stream or who don't work in that specialization.

Lack of a Common Frame

A common frame can increase understanding of each other's goals and drives, creating a means of communication and a respect for each other. These ingredients are necessary for creating the necessary enabling factors for collaboration. Without them in place people stay strangers in the sense that they lack an understanding of the others' motivations and how to work well together.

When Strong Ties are Necessary

In addition, people find it hard to work with others they do not know well (weak ties). They need strong ties – relationships where people talk often and have a close working association. Weak ties are particularly challenging when tacit knowledge needs to be communicated. Efforts under these circumstances requires support to enable them to communicate in the same language and not be limited through jargon, acronyms and other communication issues.

Exercise # 1 in Appendix: Collaboration Matrix (where there is value in collaboration and where it is Difficult and where it is absolutely necessary) Departmental Value and Difficulty of collaboration.

The first step in overcoming barriers is to identify which barriers you will be facing on the project you are trying to advance. Organizations and projects have significant variations in the barriers they will encounter. Because organizations and projects vary, it is important to identify which barriers a project is most likely to experience within the organization.

Once the most important barriers are identified, then interventions can be put in place to implement solutions to overcome those barriers.

Exercise # 2 in Appendix: Identifying barriers most likely to be in place questionnaire

Remember that the first two barriers (not invented here and hoarding) concern motivational issues. These first two barriers exist because people are not willing to collaborate. This means that management solutions must be put in place in order to motivate and encourage people to collaborate.

PART 3: FROM BARRIERS TO SOLUTIONS

Just as management can create an environment that is not conducive to collaboration so to can it create an environment that is more likely to foster collaboration. The following interventions can play a role in reducing the organizational structures that impede collaboration.

	Lever 1: Unification	Lever 2: T-Shaped Management	Lever 3: Nimble Networks
Not Invented Here	+++	+++	+
Hoarding	+++	+++	+
Search Problems		+	+++
Transfer Problems		+	+++

Intervention # 1: Unification Mechanisms – Create a unifying goal, state a core value of teamwork, use the leadership pulpit to signal collaboration; and reduce inter-departmental competition.

Unifying Goal

Three fundamental unification mechanisms allow a leader to develop a concrete and measurable unifying goal. However, there are criteria that need to be met in order to create a unifying goal that is conducive to fostering collaboration.

Criteria # 1: The Goal Must Create a Common Fate - A unifying goal has power only if all relevant groups buy into it and need to pull together to make it a reality

Criteria # 2: The Goal Should be Simple and Concrete - Avoid adjectives like premier, exceptional, superior. A good test is to ask a number of people to identify what they think the goal means in terms of knowing when you have got there. If you get different perspectives from different people, then you know more work needs to be done to create more clarity of what success will look like.

Criteria # 3: The Goal Must Stir Passion – Powerful unifying goals stir passion and inspire. They appeal to people's hearts and not only to their minds. What inspires people? Doing a good job, achieving competence, making their community a better place to be, reducing the environmental impact of actions, leaving a positive legacy, etc.

Criteria # 4: The Goal Must Put Competition on the Outside – It is important to keep in mind that management can easily create competition between departments (and often does), but a by-product of that inter-departmental competition is to undermine collaboration. Does that mean that competition is bad for collaboration? No, competition can be a boom to collaboration, but only if that competition it targeted outside the organization, rather than within it.

Teamwork and Collaboration

It is the combination of teamwork and individual ownership that leads to disciplined collaboration. Without the value of teamwork, it is hard to collaborate. Without the value of individual ownership, people shirk their responsibilities and results suffer. As a core value, teamwork means that people believe that working with others is important and that they are willing to be part of teams and commit to common goals. Leaders need to give voice to the value of teamwork. They need to pen it in a values statement. They need to write it up in a list of required leadership competencies. However, they also need to be aware of three sins of teamwork that can undermine collaboration results.

Sin # 1: Small Teamwork Kills Collaboration: Teamwork within one's own unit is very different from collaboration across different departments. By only advancing internal departmental teamwork, collaboration can be undermined. Teamwork is within a department and collaboration is across departments. Teamwork within a department can create cliques or reinforce silos and thereby undermine inter-departmental collaborative efforts.

Sin # 2: Practice What You Preach – When managers give a sermon about the value of teamwork and then ignore it themselves, they are not promoting

collaboration. When senior decision makers across departments work well together then it is likely that staff within their departments will as well.

Sin # 3: Teamwork becomes the Point of It All – Teamwork isn't the point it at all, results are. To practice disciplined collaboration managers need to balance collaboration with individual accountability and clarity on goals and hoped for outcomes.

Intervention # 2: Cultivate T-Shaped management: Use recruitment, promotion, performance reviews, firing and rewards to cultivate collaboration.

These solutions help to select and train the right people – those who are motivated to collaborate in the first place, and change the attitude of others to motivate then towards collaboration.

There are a variety of different personalities that make up a team. There are pros and cons attached to all personality types but the trait that best enables a collaborative environment are those that can excel at T-shaped management. Those who can simultaneously deliver results in their own job (the vertical part of the T) and deliver results by collaborating across the organization (the horizontal part of the T). Lone stars excel at the vertical by delivering excellent results for their individual responsibilities and goals. Butterflies excel at working across the organizations but who fail to deliver results in their own job. T - shaped people can do both. There are a number of ways to increase the number of T-shaped people in an organization. Hire them, train them and reward them.

Disciplined collaboration requires that people who practice T-shaped management are rewarded for doing so. Most performance evaluation frameworks have mechanisms in place for measuring individual performance but few have mechanisms in place for rewarding collaborative performance. Identifying the collaborative component within the job description and performance framework will go a long way towards creating an environment that is supportive of collaboration.

However, when it comes to building capacity of staff towards T-shaped management is it better to focus on the behaviors that you want the person to emulate rather than trying to convince them to change their views on collaboration.

Intervention # 3: Advancing Nimble Networks: To overcome the Search and Transfer problems efforts should be made to cultivating nimble networks in order to encourage the formation of the right kinds of cross departmental personal relationships.

Collaborative organizations run on networks, those informal working relationships among people that cut across formal lines of reporting. Networking isn't always a good thing. It's important to remember that collaboration takes more time and effort. If you have all you need to get the job done, more networking isn't going to help you do your job. In fact, it will take time away from you doing your job. Collaboration should be a strategy when you don't have the means to deliver on your project on your own.

Below are a few of the network rules advanced by Mortan Hansen in his book *Collaboration: How Leaders Avoid the Traps, Create unity and Reap Big Results* that has been instrumental is siting the barriers and interventions to Collaboration.

Network Rule # 1: Build Outward, Not inward

People have a tendency to network with those they already know and as such generally have a tendency to mingle with colleagues they already know within their own departments. The foundational rule with networking (one you are not going to be happy to hear) is to focus on building connections to other departments within the organization. In order to determine where this natural human tendency may be occurring is to undertake Exercise 1 in order to identify which inter-departmental collaboration opportunities will be selected for prioritization.

This doesn't mean that the intra/inter-departmental networking/collaboration is an either/or thing. Both are important it is just we have a tendency to network with those we already know; as such these types of check-ins can ensure that the efforts are being advanced in the direction that will best meet the needs of specific project outcomes.

Network Rule # 2: Build Diversity, Not Size

Research shows that it is not the size – the sheer number of contacts maintained by the person that counts. Rather it's the diversity of connections – the number of different types of people, units, expertise, areas of expertise, technologies, and viewpoints that people can access through their networks. The rule is simple: when investing in new professional relationships, you need

to ask "what additional diversity does this new contact bring me? Disciplined collaboration means adding contacts that bring more diversity to your network. When building networks, managers need to work their teams to first decide what diversity would be of maximum value.

Network Rule # 3: Build Weak Ties, Not Strong Ones

Weak ties are those that are infrequent and not personally close. We would normally intuitively think strong ties (ones with close friends) are more valuable because we know them well and talk to them frequently. But research has shown that weak ties can prove much more helpful in networking because they form bridges to worlds we do not normally walk within. Strong ties tend to be worlds we already know. They are not the best when it comes to searching for new jobs, ideas, experts and knowledge. They are likely to be too close to our own connections/viewpoints and as such often don't add a lot of diversity. Weak ties, however are good for networking because they are often less time consuming. People can keep up quite a few weak ties without them being a burden and they are more likely to have greater access to diversity. For these reasons, people should build networks replete with weak ties, which are especially good for identifying opportunities. They allow people to have connections into different groups and to know what is going on and who can help. When it comes to sharing knowledge, we will discuss when those weak ties need to be strong ties in order to facilitate the necessary information exchange.

Network Rule # 4: Use Bridges, Not Familiar Faces

People should use bridges when they network, and managers need to develop interventions that increase the number and identification of bridges in the organization's network. Bridges are uniquely placed by virtue of their networks to help other people's searches. Most people are not good bridges. Most of us ask colleagues we are familiar with and those who we are close to us. Problem is these people are often just as clueless as we are in finding whom are the right people to help us address our issues or challenges. Good networking means hunting down who the bridges are and using them. To spot bridges, look for long tenured people who have worked in different places within the organization and who know a broad range of topics. Leaders who build powerful organization wide networks ensure that there are enough people performing the bridging role. Expanding job rotation programs across departments is another way to build bridges as they develop contacts in the various departments where they work.

Network Rule # 5: Swarm the Target, Do Not Go It Alone

If you believe the target identified in a search may not be forthcoming, you need to enlist the help of others ahead of time to convince the target. You need to swarm the target with influencers – people who are in a position to exert influence on the target in service of your request. Mentioning the names of common contacts is the lightest swarming tactic. A stronger force is get common contacts to work on your behalf – by serving as an introduction or calling them directly to let them know about the issue that they can possibly help with. Swarming tactics are part of a more general set of influence tactics that managers need to use to enlist the cooperation of others. So how do you get them to want to help you? Appealing to the common good (we work for the same organization, council support and direction, common interest, reciprocity, etc). All of these tactics help you encourage the cooperation of people who do not belong to the same department you do and over whom you have no formal authority.

Network Rule # 6: Switch to Strong Ties; Do Not Rely on Weak Ones

When the work needs the transfer of tacit or complicated knowledge – knowledge that is hard to articulate orally and in writing, it is likely the ties will need to evolve into strong ties to ensure that transfer of information and expertise can take place. The network rule to solve this problem is to create strong ties between the team members, especially where the project outcomes are highly complex and require a variety of different areas of expertise. Getting to know people on short notice sounds difficult, but there are many teambuilding tactics that can enable teams to develop sufficiently strong ties to perform well.

The Role Network Building Plays in Lowering Barriers

Key Activity	Barrier Lowered	Network Rules	Effect
Identify Opportunities	**Not Invented Here**	**Rule # 1: Build outward, not inward**	+ Identifying opportunities requires that people be willing to look for them. If they spend most of their time talking to colleagues within their own units, they will not discover opportunities elsewhere.

			Networks can help reduce this reluctance somewhat, because people who interact with others tend to be more open to input from the outside world.
	Search	**Rule # 2: Build diversity, not size** **Rule # 3: Build bridges, don't use familiar faces** **Rule # 4: Build weak ties, not strong**	**+++** Once people are willing to look for opportunities outside their own units, they need to be able to search efficiently. Networks can have a huge impact by helping people search better
Capture Value	**Hoarding**	**Rule # 5: Swarm target, don't do it alone.**	**+** Networks can help people overcome the hoarding barrier somewhat, because people are more willing to help those who they know.
	Transfer	**Rule # 6: Switch to strong ties**	**+++** Good networks can lower transfer problems. Good relationships among colleagues help overcome the difficulty of passing along complicated knowledge people need to do their work.

Getting your Own Collaboration House in Order

At this point, we will have to move from looking outward and return to the personal facilitating factors identified at the beginning of this Primer. The tools discussed thus far look at how to advance collaboration among people within an organization. However, an outward focus isn't enough. In order for managers to implement disciplined collaboration successfully they also need to walk the walk – and exemplify a collaborative leadership style. The next section will focus on the individual leader and examine what it takes personally for them to be a collaborative leader. It's a personal challenge for leaders to not only change others but, to also change themselves. In addition to the interventions mentioned already in the Part 1 of this Primer, additional behaviors that foster a collaborative leadership style include:

Redefining success from narrow agendas to bigger goals

Collaborative leaders redefine success and focus on goals bigger than their own narrow agendas. They seek common ground; look for pragmatic solutions; and are willing to compromise.

Involving Others

From autocratic to inclusive decision making: Collaborative leaders involve others in decision making and exhibit an open mind – to alternatives, divergent views, dialogue with others.

Being Accountable

Moving from blaming to taking responsibility – Collaborative leaders hold themselves accountable and they demand accountability from others.

PART 4: MEASURING COLLABORATION

Indicators of Collaboration	What to look for:
Shared Experience	• Agreeing on a shared vision • Establishing consensual goals • Participating in shared planning • Reducing duplication
Responsibility and accountability	• Balancing independent and shared accountability within the team • Engaging in collective decision-making
Sharing information	• Sharing information in a way that is concise, relevant to decision-making, timely and open to discussion • Understanding how teamwork contributes to outcomes • Meeting frequently to discuss opportunities • Accessing common infrastructure for collecting and exchanging information
Co-operation	• Establishing non-hierarchical relationships • Participating in shared consensual leadership • Defining rules jointly • Having a willingness to collaborate • Establishing partnerships with community, other government and non-government entities
Support for innovation	• Having expertise that fosters introduction of collaboration and innovation • Sharing different viewpoints to integrate different approaches when creating solutions
Mutual trust and respect	• Depending on each other as a team • Having grounded trust • Appreciating and respecting all professions included in the interprofessional team
Indicators of Successful Collaboration	**What to look for:**
Demonstrates skills/behaviours necessary for collaboration	• Participates in reflection • Is clear about own role and role of others • Is able to articulate common ground shared by all members of the interprofessional team • Is clear about own expectations and assumptions regarding teamwork • Can identify and demonstrate behaviours that nurture collaboration • Is comfortable with conflict; participates in resolution process

There are a range of tools available for measuring collaboration. Many of these tools can be adapted for use in the public sector with minimal adjustment. We will present a few frameworks to demonstrate how collaboration can be measured over time within government.

McMaster – Indicators of Collaboration Checklist

The Interprofessional Resource Centre at McMaster University's Department of Family Medicine provide a range of resources to support interprofessional practice and education in the field of health education. A useful resource made available by the Centre is an Indicators of Collaboration Checklist. While this list does not generate a numeric score which can be tracked. *Table 1 Indicators of Collaboration Checklist (McMaster University Department of Family Medicine Interprofessional Resource Centre).*

Frey's Global Indicator

Frey et al. (2006) developed a quantitative framework using a survey administered to multiple parties working on the same grant, identifying five levels of collaboration, then rating the degree to which each party worked with the others on a five-point scale. This survey is administered at the onset, mid-point and end of the collaboration to see how it developed over time. We have adapted this model for use in a municipal setting. Table 1 displays the five levels identified within the scale. Table 2 shows how this could be applied in a municipal government context for Project X.

	Networking	Cooperation	Coordination	Coalition	Collaboration
	1	2	3	4	5
Relationship Characteristics	-Aware of organization -Loosely defined roles -Little communication -All decisions made independently	-Provide information to each other -Somewhat defined roles -Formal communication -All decisions made independently	-Share information and resources -Defined roles -Frequent communication -Some shared decision making	-Share ideas -Share resources -Frequent and prioritized communication -All members have a vote in decision making	-Members belong to one system -Frequent communication is characterized by mutual trust -Consensus is reached on All decisions

Table 1 Level of Collaboration Scale (Frey et al.)

Using the scale identified in Table 1, staff indicate the extent to which they collaborate with other municipal departments on Table 2.

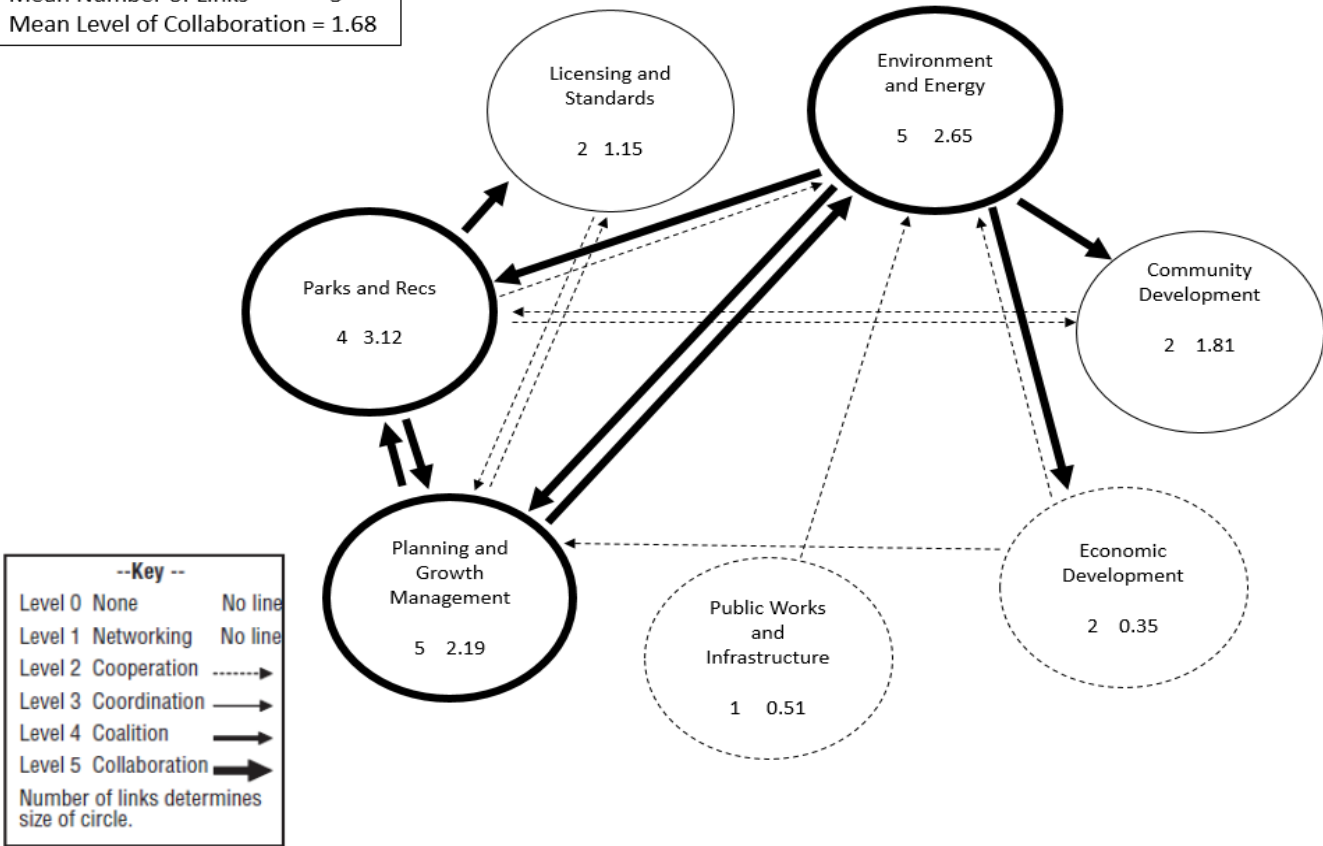| PROJECT 'X' INITIAL SURVEY	No Interaction	Networking	Cooperation	Coordination	Coalition	Collaboration
Parks and Recreation	0	1	2	3	4	5
Environment and Energy	0	1	2	3	4	5
Licensing and Standards	0	1	2	3	4	5
Planning and Growth Management	0	1	2	3	4	5
Public Works and Infrastructure	0	1	2	3	4	5
Economic Development	0	1	2	3	4	5
Community Development	0	1	2	3	4	5

Table 2   Example of Collaboration Scale adapted for Municipal Project X

In taking the survey, it is important that respondents provide their individual viewpoint, not that of their department or municipality as a whole. By taking the mean score along the horizontal axis, a score can be obtained for each department reflecting how well they collaborate with other municipal departments, providing insight into which departments collaborate most effectively, and areas for targeting improvement strategies. This can be tracked over time to examine overall collaboration and also the effectiveness of interventions to foster greater collaboration. A single score can be obtained by taking the mean level for all partners which can also be tracked over time. A score of 5 implies complete collaboration. A score of 0 implies no interaction. It is not necessarily the case that a score of 5 it always desirable or attainable. The level of desired collaboration is locally determined.

Collaboration maps can also be created to easily display this information. Adapting Frey et al. (2006), departments are represented as circles with arrows connecting the circles, where arrow thickness represents the levels of collaboration. Levels 0 and 1 are not used, so four line thicknesses are use, with thicker lines representing greater collaboration. Two numbers are presented in each circle, the first representing the number of partners with whom each department collaborates, and the second the mean level of collaboration this department has with all other departments. Circle size also reflects the number of partners with whom each department collaborates.

Mean Number of Links   = 3
Mean Level of Collaboration = 1.68

Licensing and Standards
2   1.15

Environment and Energy
5   2.65

Parks and Recs
4   3.12

Community Development
2   1.81

Planning and Growth Management
5   2.19

Public Works and Infrastructure
1   0.51

Economic Development
2   0.35

-- Key --

Level 0 None   No line
Level 1 Networking   No line
Level 2 Cooperation   -------►
Level 3 Coordination   ———►
Level 4 Coalition   ——►
Level 5 Collaboration   ▬▬►

Number of links determines size of circle.

REFERENCES

A large amount of the insights provided as part of this Primer were taken from

- Morton Hansen, Collaboration: How Leaders Avoid the Traps, Build Common Ground and Reep Big Results

Additional resources that informed the Primer include:

- HBR's 10 Must Reads On Collaboration. 2008. Harvard Business School Publishing Corporation. Daniel Goleman and Richard Boyatzis.
- Smart Collaboration: How Professionals and Their Firms Succeed By Breaking Down Silos. Heidi Gardner.

The next step on this is to reach out to our initial cohort of municipal staff and gather from them the barriers that they see as most prevalent within their organization, the interventions that they have used to address their barriers and foster inter-departmental collaboration.

Over time we were thinking this Primer can serve as a repository for municipal staff and provide case studies of interventions (and the lessons learned from them) in order to facilitate the sharing of collaboration experiences and sharing across the municipal climate change network.

Exercise # 1: Collaboration Prioritization

	Environment/ Climate Change	Facilities	Energy	Water and Storm water	Planning	Public Health	Parks & Forestry	Transpo-rtation	Finance and City Manager	Purchasing	Fleet Services	Emergency Management
Environment/ Climate Change		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Facilities	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Energy	V: D:	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Water and Stormwater	V: D:	V: D:	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Planning	V: D:	V: D:	V: D:	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Public Health	V: D:	V: D:	V: D:	V: D:	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:	V: D:
Parks & Forestry	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:		V: D:	V: D:	V: D:	V: D:	V: D:

	Environment/ Climate Change	Facilities	Energy	Water and Storm water	Planning	Public Health	Parks & Forestry	Transpo-rtation	Finance and City Manager	Purchasing	Fleet Services	Emergency Management
Transportation	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	╳	V: D:	V: D:	V: D:	V: D:
Finance and City Manager	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	╳	V: D:	V: D:	V: D:
Purchasing	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	╳	V: D:	V: D:
Fleet Services	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	╳	V: D:
Emergency Management	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	V: D:	╳

Exercise # 1: Part A

1. For each of the grids rate the potential value/benefit of collaborative efforts between the various departments: High, Medium, Low, Not Sure (marked as V on grid)
2. For each of the grids rate the level of difficulty associated with the potential collaboration: High, Medium, Low, Not Sure (marked as D on grid)

Exercise # 1: Part B - For a selection of those with a high ranking….

1. What are the main hoped for outcomes that could be achieved by collaboration?
2. What are the opportunities for collaboration to: improve project planning, delivery performance?
3. Document hoped for outcomes of collaboration.
4. What are the risks to project outcomes if collaboration is poor?

Identifying Collaboration Barriers

Barriers	Survey Question	Notes/Grading (high, medium low)
Not Invented Here	1. Even when they need help, our employees are not willing to seek input from outside their organization unit.	
	2. When faced with problems, employees in our unit strive to solve them by themselves without asking for help from outsiders.	
	3. There is a prevailing attitude in our unit that people ought to fix their own problems and not rely on help from outside the unit.	
Hoarding Problems	4. Our people keep their expertise and information to themselves and do not want to share it across organizational units.	
	5. People in our unit are often reluctant to help colleagues in other parts of the orgnaizat8ion	
	6. Our employees seldom return phone calls and emails when asked for help from people outside our unit.	
Search Problems	7. Our employees often complain about the difficulty they have locating colleges in other units who possess the information nand expertise they need.	
	8. Experts in our organizations are very difficult to find.	
	9. Our employees have great difficulty finding the documents and information they need in the organizations knowledge management systems.	
Transfer Problems	10. Our employees have not learned to work together effectively across organizational units to transfer tacit knowledge.	
	11. Employees from different organizational units are not used to working together and find it hard to do so.	
	12. Our employees find it difficult to work across units to transfer complex technologies and best practices.	