

PRELIMINARY PAPER – Presented at the 2009 ASPA Conference, Miami, Florida

Title: Cross-Sector Performance Accountability: Making Aligned Contributions to Improve Community Well-Being

Authors: Jolie Bain Pillsbury, Victoria Goddard-Truitt, Jennifer Littlefield

Abstract

The development of cross-sector leadership initiatives to improve community performance has historically shown few positive, sustainable results. Outcomes are often unproductive because stakeholders are engaged in unaligned action on multiple results or no specific identified result. The end result is failed attempts at improving community well-being, little alleviation of the macro problem, and a community in crisis. We maintain that cross-sector strategies are essential and that performance management is both possible and necessary to realize results around community conditions. We propose a theory of aligned contributions that when implemented results in a measurable improvement in community well-being while also leading to improved leadership competencies of the participants. This paper will analyze the Leadership in Action Program (LAP) to demonstrate the success of this framework. LAP, a leadership development program developed by the Annie E. Casey Foundation and implemented in partnership with The James MacGregor Burns Academy of Leadership at the University of Maryland, mobilizes leaders from multiple sectors and the community to rapidly accelerate results for children and families. We provide a framework for an action learning leadership development environment for public sector administrators and their counter parts from all sectors of the community. The paper demonstrates the effectiveness of the unique approach behind the aligned contributions framework and argues for the inclusion of its components when designing future community leadership initiatives. In addition, this research provides recommendations and guidelines for public administrators around performance management that will influence effective, equitable, and sustainable cross-sector contributions to community improvement.

Bryson, Crosby and Stone (2006) concluded in their recent literature review of cross-sector collaboration that a low level of success should be expected given the difficulty surrounding these efforts. We maintain that outcomes are often unproductive because stakeholders are engaged in unaligned action on multiple results or no specific identified result. A lack of accountability among (and sometimes within) individual agencies, inefficient meetings not focused on results or aligned actions, failure to discuss and recognize issues around race, class and culture, and a lack of collaborative leadership skills and expertise are factors that contribute to an inability to develop robust strategies, manage cross-sector performance and realize achievement of results for a community (Huxham and Vangen 2005; Bryson et al, 2006). Furthermore, the sense of urgency around a result is dampened by the seemingly intractable nature of the problem, social conditions, systems and challenges. The end result is failed attempts at improving community well-being, little alleviation of the macro problem, and a community in crisis.

Part of the challenge around cross-sector initiatives includes the environment where they take place. Often this environment is described as a network. A network is a structure that involves multiple entities with multiple linkages (McGuire, 2006). In a network structure there is a focus

on multi-organizational level goals that require resource sharing. But often cross-sector collaboratives happen in turbulent environments where efforts of sustainability and success are affected by outside factors (Bryson et al, 2006). We maintain that these networks are set in a complex adaptive system (CAS). A CAS consists of interdependent agents whose order is emergent rather than predetermined and where the system is unpredictable, dynamic, and massively entangled (Dooley, 1997; Eoyang and Berkas, 1998). Kontopolous (1993) describes a CAS as a system of heterarchy, which differs from the top-down structure of hierarchy. Heterarchy takes into account that interactions within a CAS are driven by multi-dimensional causality.

Because cross-sector collaboratives exist in a heterarchy, many have pointed to the fact that they require different public management skills (Goldsmith and Eggers 2004). Given these inter-organizational networks are distinct from hierarchical systems (Powell, 1990), a top-down approach is not productive to the success of the initiative (Kickert, Klijn, and Koppenjan, 1997). The key to sustained network success is performance and the key to performance is adding public value by collaborating efforts (Agranoff, 2006). Overall the opportunities and challenges faced by public sector leaders trying to manage networks is an emerging area of focus and research (O'Leary and Bingham, 2009). We maintain that cross-sector strategies are essential and that a different type of performance management is both possible and necessary to realize results around community conditions.

Improvement at the population level cannot be made by a single agency or organization but must be part of a cross-sector, public and private movement to achieve a given result using a new paradigm of performance management (Bryson et al, 2006; Friedman, 2005). We propose an emerging theoretical framework that when implemented results in a measurable improvement in community well-being while also leading to improved leadership competencies of the participants. Early evidence shows promise for a collaborative leadership, results-oriented approach that enables public administrators to join more effectively with leaders from the non-profit, faith, profit, and community based sectors to hold accountability for results and manage the performance of multiple organizations and institutions.

The challenge is to generate enough cooperation among disparate community elements to get things done in this chaotic, confusing environment (Stone, Doherty, Jones and Ross, 1999). This paper presents a framework for cross-sector performance accountability that helps communities to realize results. It includes recommendations and guidelines for public administrators around performance management that will influence effective, equitable, and sustainable cross-sector contributions to community improvement.

A Framework for Promoting Accountability and Managing the Performance of Cross-Sector Collaborations

Our approach expands on Bryson, Crosby, and Stone's (2006) definition of cross-sector collaboration as a "linking or sharing" of information, resources and activities to achieve a desired outcome that could not be achieved by any one agency alone. Successful networks necessitate the establishment of a heterarchical power dynamic that allows leaders to hold each other accountable for taking agreed upon actions; therefore, creating a new paradigm of performance management (Eoyang and Berkas, 1998). Bryson et al describe the leadership challenge in cross-sector collaboration as the difficulty in "aligning initial conditions, processes,

structures, governance, contingencies and constraints, outcomes, and accountabilities such that good things happen in a sustained way over time”.

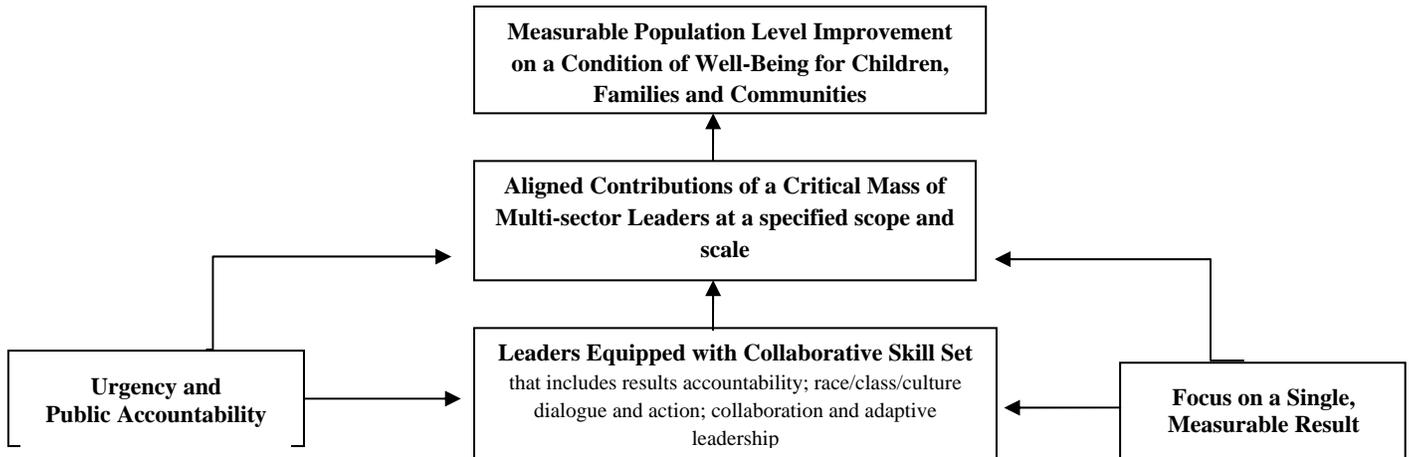
We propose a new theory that combines perspectives on cross-sector networks, complex adaptive systems and collaborative leadership. The theory of aligned contributions predicts the acceleration of population results when multi-sector leaders equipped with specific skills and a sense of heightened urgency: 1) make an unequivocal commitment to be publicly accountable for a result for a specific population; and 2) work together to take aligned actions to contribute at a scope and scale sufficient to make measurable progress towards the result (Pillsbury, 2008). The creation of this performance management structure influences effective, equitable and sustainable cross-sector contributions to achieving improved outcomes for communities.

The theory of aligned contributions is based on several assumptions:

- Population changes cannot be made by a single agency or organization but must be part of a multi-sector, public and private movement to achieve a given result (Friedman, 2005).
- Many people, organizations and agencies do many things but outcomes for children, families and communities are unsatisfactory because stakeholders are engaged in unaligned action on multiple results or no specific identified result.
- A small group of people can create the energy, sense of urgency and action to tip odds that good things will happen.
- Mid-to-high level leaders once passionate about the power to create positive change have become mired in the bureaucracy of organizations. Furthermore the sense of urgency around a result has been dampened by the seemingly intractable nature of the problem, social conditions, systems and challenges. Given permission to think out of the box and a context that increases the sense of urgency, these leaders with their depth of experiences, wisdom and relationships can galvanize change and forward movement.
- Top-level leaders are often wary of publicly committing to measurably improving results in their community within a specified period of time (Behn, 2001); however, they can create the conditions for establishing a different kind of public accountability for results. Given a framework for cross-sector performance, these leaders can take on different roles and co-create cross-sector performance accountability.
- Through capacity building, leaders can be equipped to tackle the toughest problems and do the adaptive work necessary to achieve progress (Heifetz and Linksy, 2002).

The following is an illustration of the theory that maps the relationship between specific conditions and the result. Reading from the bottom to the top illustrates the foundational support or preconditions required to achieve a population result.

Illustration of the Theory of Aligned Contributions



Leaders come to community work from the power and experience of their separate work. As they come together, some may be highly active contributors to the common purpose and some may not. Some may be highly competent at aligning with others, and some may not. These two axes of leadership choice – high or low action and high or low alignment – create four quadrants that illuminate the practice of leadership to create aligned action towards a common result.

The Four Quadrants of Aligned Action for Results

	Low Alignment	High Alignment
High Action	<ul style="list-style-type: none"> • High level of action that contributes to improved results • Does not work to be in alignment with others 	<ul style="list-style-type: none"> • High level of action that contributes to improved results • Works to be in alignment with others
Low Action	<ul style="list-style-type: none"> • Low level of action that does not contribute to improved results • Does not work to be in alignment with others 	<ul style="list-style-type: none"> • Low level of action that does not contribute to improved results • Works to be in alignment with others

In any group of leaders some will be in any one of the four quadrants at any moment. Leaders’ conscious or unconscious choice to be in any one of the four quadrants reflects their own preferences and assumptions about their opportunities to demonstrate leadership in a particular moment, with a group of leaders, and for a purpose. It may also reflect their understanding of their ability to taking aligned action for the common result that brings them together. In the context of this leadership development framework, the theory of aligned contributions is operationally defined as *enough leaders being in high action and high alignment at the same time for long enough to make a measurable improvement in a common result.*

The theory of aligned contributions implemented as a strategy contains three elements designed to challenge and support public managers in moving into high action and high alignment towards a specific measurable result:

- 1) **A call to action:** An invitation from a credible source to join and be publicly accountable for making a measurable difference in the common result in a short period of time. Human and Provan (2000) maintain the need for several dimensions to establish successful collaborative efforts. Examples include legitimacy of a network as an entity that is recognized by insiders and outsiders and can attract support both internally and externally. In the aligned contributions framework, an accountability partner acts as a legitimizing force within the theory of aligned contributions. The accountability partner is a cross-sector group of individuals who collectively commit to inviting a group of leaders to work to make a measurable difference in a specific population, for an identified result, within a specified period of time. The accountability partner members are recognized leaders from the public and private sector. The public sector members at the state level may be the Governor and/or his or her key designees, such as Chief of Staff, Cabinet Secretaries, or Agency Heads. At the local level they may be Mayors or their designees, Council Members, school superintendents, or county or city managers. Non-profit members may include heads of large national or local Foundations, heads of the United Way, or heads of local relevant public-private governance or planning bodies.
- 2) **A container:** A place, time, materials and support structure which creates as a meeting environment conducive to working together on a common result. Networks include various issues of power with different actors occupying different roles and positions of authority (Agranoff, 2006). Bryson et al (2006) maintain that successful collaborations are more likely to occur when groups have a structured or intentional way to deal with these power imbalances. This power imbalance is addressed by the theory of aligned contributions by using Heifetz's (1994) idea of a "holding environment" where participants can engage in a decision making process while dealing with issues of conflict with a neutral facilitator. Diverse groups in this non-hierarchical container can discuss the challenges they face, clarify assumptions, and go about the difficult work of implementing community change efforts. Coach facilitators manage the tension in the room and allow leaders to tackle adaptive challenges, resolve differences and address power differentials across sectors.
- 3) **A capacity to collaborate:** The understanding and application of four leadership competencies that enable results-focused action. These include:
 - Results-based Accountability Competency – the ability to use a disciplined seven-step process to take immediate action at a scope and scale that contributes to measurable improvement in a community result. Participants develop and use performance measures to track the effectiveness of their strategies and actions. The leaders co-create their own performance management system using a set of tools, behaviors and skills that allow for an emergent system of continuous assessment and improvement of efforts for ongoing management of the process. Bryson et al (2006) maintain that cross-sector collaborations are more likely to be successful when they have an accountability system that tracks data, processes and results.

- Race, Class & Culture Competency – the ability to engage in constructive dialogue about race, class and culture that enables leaders to take action to address issues of disparities. Bryson et al discuss cross-cultural and cross-sectoral understanding as imperative to trust building within the group. In the process of engaging in constructive dialogue, public managers and their cross-sector peer leaders make decisions together and build trust levels as they act together. Over time the strength of relationships and trust create the capacity to be vulnerable and manage the risks associated with implementing strategies that reduce disparities.
- Leading from the Middle and Collaborative Leadership Competency – the ability to make decisions and take action together in service of the result. Kickert and Koppenjan (1997) mention collaborative leadership within networks as those actions that strengthen the existing patterns of relationships and, build consensus that furthers cooperation and joint problem solving. Leading from the Middle is the ability to use leadership skills to achieve consensus, resolve conflict and competing interests to achieve joint solutions to both adaptive and technical challenges, and enroll managers (and above) as well as direct reports and peers to assist in implementing strategies that work.

Implementation of the Theory of Aligned Contribution: The Leadership in Action Program

In 2001, Annie E. Casey Foundation launched the Leadership in Action Program (LAP), a competency based leadership development program that strengthens mid-to-high level leaders' capacity to work collaboratively to make a measurable improvement in the well being of children, families and communities. Implemented in partnership with The James MacGregor Burns Academy of Leadership at the University of Maryland, to date 12 LAP programs representing 14 jurisdictions across the country have completed the 14-month implementation phase. Each LAP site is focused on a select result and identified indicators of success which include two to four years of measureable available data means. This creates an emergent performance management system that allows for the continuous assessment and improvement of efforts and successful ongoing management of the process.

Grounded in the Theory of Aligned Contributions, the LAP framework focuses on real-time learning, results based accountability, an opportunity to respond to the call for public accountability from an accountability partner, and the development of measurable leadership competencies such as collaborative leadership skills and race, class and culture dialog. The Theory of Aligned Contributions framework is designed to challenge and to support the leaders in moving to high action and high alignment.

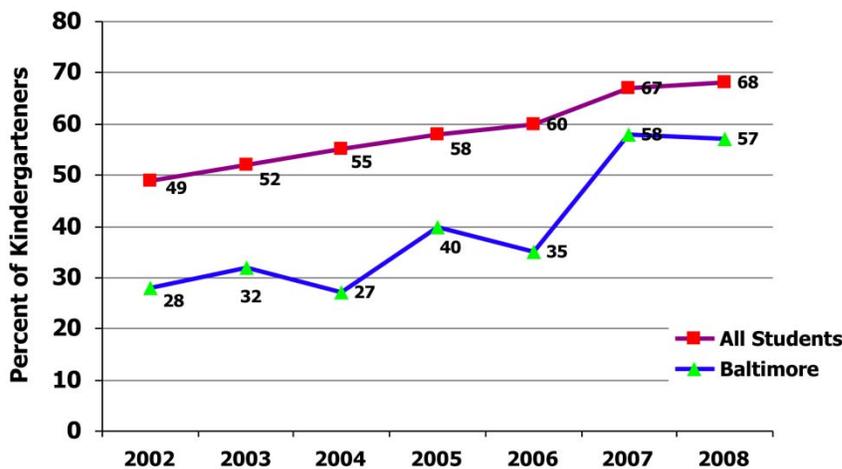
A call to action is issued in each community by an accountability partner. The accountability partner consists of a credible group of community leaders who issue an invitation and challenge to a multi-sector subset of leaders in the middle. Leaders in the middle from the public sector may be the heads of agencies or large divisions at both the state and local level. Leaders from other sectors may include business owners of large or small enterprises, heads of non-profit organizations, faith leaders, and representatives of associations or community groups. What the leaders from the middle have in common is that they all have something to contribute to the result. The call to action consists of an invitation to join in collaborative leadership work to make a measurable improvement in a population result in approximately eighteen months. The

accountability partner's role is formed through an engagement and preparation process with The Annie E. Casey Foundation that includes the accountability partner identifying the population, the result, and indicator and meeting other readiness criteria such as availability of data, commitment, and resources to support the LAP. The Annie E. Casey Foundation plays a seminal role in supporting the top public sector leaders' capacity to make the collaborative decisions with top leaders from other sectors, which sets the stage for cross-sector performance accountability.

During the course of the LAP the accountability partner has a role in "holding the container" of public accountability for measurable improvement in the result. They commit to publicly stand with the LAP leaders when the data is made available and hold themselves accountable for the LAP performance. While the accountability partner invites the leaders to be accountable for performance and makes themselves available for dialogue, they also agree not to attempt to direct the work of the LAP, thereby acknowledging that there is no hierarchical authority relationship between the LAP and the accountability partner. This formal agreement is an important factor in creating a container and negotiating the power issues outlined above.

An early implementation of the LAP program at the state and local level focused on the result of children entering school ready to learn. The Baltimore City LAP, launched in 2004, brought together over 50 leaders from around the city who were challenged to identify and implement short-term activities to affect Work Sampling System (WSS) assessment results and to develop a five-year school readiness plan for Baltimore City (Progress Report, 2006). Their mission is "to accelerate the city's efforts to ensure that all Baltimore City children enter school ready to succeed" and their objective was to increase the percentage of children entering kindergarten who were assessed as fully ready from 27% in the school year 2003-04 to 52% in the school year 2008-09 (BLAP Progress Report, 2007). This goal has already been surpassed as 57% of kids scored fully ready in 2007-08. The five-year school readiness plan was released in 2005 and has become a standing committee of the Family League of Baltimore City, the city's Local Management Board. They have been charged with the ongoing implementation of the plan and continue to meet to hold themselves accountable for taking aligned actions and tracking performance measures. Annually, the WSS scores are reviewed with the accountability partner.

**Composite: Maryland & Baltimore Students
Assessed Fully Ready - Composite Score
2002 - 2008**



A recent study analyzed whether the implementation of a Leadership in Action Program in a school district lead to greater progress in children entering kindergarten ready to learn (Littlefield, 2008). It allowed for the occurrence of a LAP program as the policy lever with the unit of analysis being school districts in the State of Maryland and the outcome being an increased percentage in kindergarteners assessed as fully ready to learn. The study used the overall composite score of the WSS kindergarten assessment detailing the percentage of students scoring at full readiness as the dependent variable and variables affecting school readiness such as median income, race, crime rate, and parental education as independent variables. While results are still preliminary, regression analysis show that students scored approximately eight percentage points higher in Baltimore City during the time of LAP when controlling for fixed effects and some demographic, health and family characteristic variables. In other words, the Baltimore LAP can assume that its work contributed to an approximately 30% jump in test scores.

Overall, LAP leaders have provided evidence that learning and using the aligned contributions framework has empowered them to make a difference both collectively and within their organizations (The Impact of Leadership Development on Early Childhood Education, 2007). In general, our assessment of the LAP program shows the expected impact as the following five categories:

- 1) LAP influences a leader's ability to make measurable progress in improving a condition of well-being.
- 2) LAP develops leadership competencies and a commitment to aligned action and results within individual participants.
- 3) LAP develops relationships and understanding among a group of leaders and facilitates collaboration, sharing and a commitment to reduce community disparities around a condition of well-being.
- 4) Participants utilize the skills learned in LAP in their organization and other leadership venues.
- 5) LAP creates the capacity for leaders to have greater influence and leverage within their communities to improve a condition of well-being.

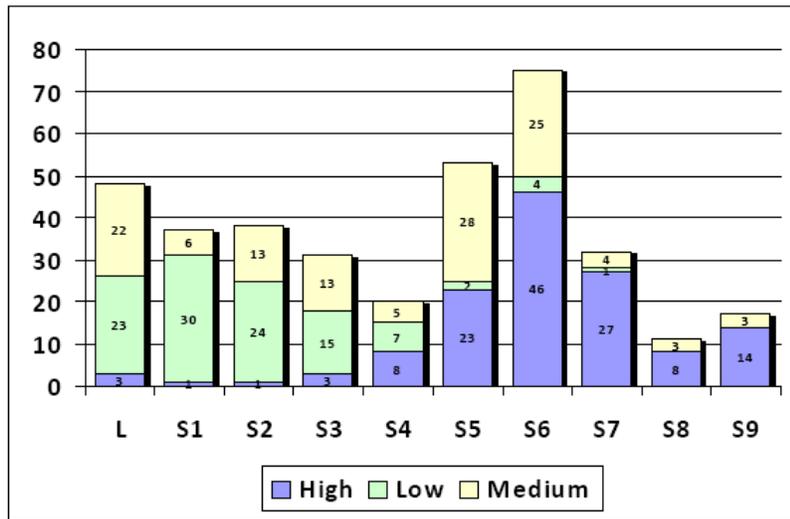
Research Analysis

LAPs operate in a container where the data is always visible and the result and indicator are designated at the forefront. The leaders work together to develop actionable strategies and performance measures. The leaders are introduced to a basic set of tools such as problem-solving around keeping commitments and being accountable, conflict resolution and the development of useful performance measures by the third session. The public nature of saying to your peers what you will do, with whom you will do, and when it will be done is a capacity that the leaders develop over time and is an essential ingredient of the performance management system. During and at the end of each session participants complete a form called a commitment to action form. On the form individuals identify the action they plan to take in between sessions

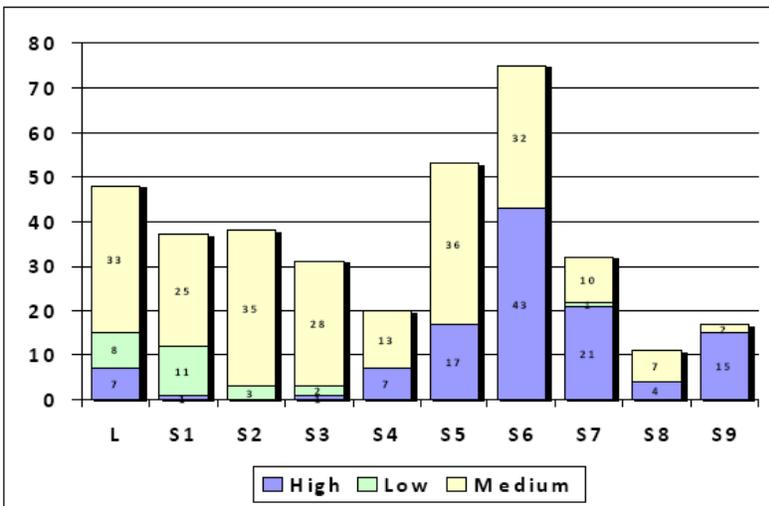
and how it relates to the overall result and any performance measures. These public commitments to action serve as the unit of analysis in this research.

In order to research the Theory of Aligned Contributions as implemented within a LAP, a rating scale was developed, tested and applied to a Georgia County LAP that focused on children entering school ready to succeed. The scale was used to measure the level of action and level of alignment for each action commitment made throughout the 10 LAP sessions. The ratings ranged from one to four with four being the highest. A sample draft of the scale is located in the Appendix. This instrument was used with 84% inter-rater reliability when scoring the actions of the Georgia County LAP.

ALIGNMENT RATING BY SESSION



ACTION RATING BY SESSION



Analysis of this data shows an anticipated increase in the number of high level action and aligned commitments and the decrease of the low level commitments as the sessions progress. Notice that a significant change occurred after session 3 in particular. Session 3 is the predicted target

session for the development of the capacity to collaborate. This early analysis confirms this theory as it displays a rapid increase in aligned action after session 3. The decrease in the total number of actions seen in session 8 and 9 reflects a consolidation of strategies by the leaders as they prepared to integrate and institutionalize their performance management system. In addition, these sessions were used by the leaders to address how they would continue their work in the absence of the more robust support provided by the LAP container and supports for the capacity to collaborate. We have further hypothesized that the decrease was also an artifact of the design of the tracking system that did not account for the aligned actions when a number or all the leaders were making contribution to one strategy. This was an unanticipated but interesting finding.

The matrix below shows each commitment as scored. Low represents those actions that received a 1, medium are those that received a 2, and high are those with a 3 or 4.

Matrix of High to Medium to Low Action/Alignment

	Low Alignment	Medium Alignment	High Alignment
High Action	0	18 (5%)	98 (27%)
Medium Action	85 (23%)	100 (27%)	36 (10%)
Low Action	21 (6%)	4 (>1%)	0

The increasing number and percentage of aligned contributions (high alignment and high action) over the course of the LAP is early and preliminary evidence of the effectiveness of the theory, e.g., when called to action and working within a container and developing the capacity to collaborate public sector leaders and their cross sector counterparts hold themselves accountable for performance at the community level. This research highlights a level of performance management where public sector leaders join with leaders from other sectors to hold themselves accountable in a different way for their collective performance to measurably improve conditions of well-being at the community level. Further, the number and percent of unaligned actions decrease over time. Given that this phenomenon occurred within a heterarchical, voluntary network the leaders, these findings are significant. Public sector leaders despite the complexity of their hierarchical environment were able to become part of a heterarchical performance management system.

Implications for Public Administrators

This paper offers preliminary evidence of the effectiveness of the Theory of Aligned Contributions and its use as a theory of change. It is believed that the curriculum and tools used in the Leadership in Action Program strengthens leaders’ abilities to use results-based strategies; create strategies that address race, class, culture disparities; develop adaptive leadership skills that assist with leadership in the community and in the home agency; and create cross-sector collaborations that align goals and strategies to take decisive actions to make aligned contributions. The result is cross-sector contributions to community improvement grounded in a co-created emergent system of performance management and accountability for results.

Implementation of LAP in 14 communities over the period of eight years has provided a depth of learning regarding what it takes for leaders from all different sectors, with different disciplines, various types of authority, and contrasting views of both the problem and the solution, to take action together and maintain accountability in order to make a measurable difference. Key learnings provide guidelines for public administrators interested in cross-sector performance management and community development.

The Theory of Aligned Contributions' emphasis of results accountability, capacity to collaborate and the development of a collaborative skill set and approach are complementary to what many public managers already have and use. Insights for public administrators include:

- Collaborative leaders can develop competencies that facilitate performance management in heterarchical, cross-sector collaborations. Public sector leaders when offered the opportunity to develop these competencies with leaders from other sectors can focus on and contribute to accelerating measurable progress towards community-wide results.
- Collaborative skills are effectively learned through facilitation and coaching during real work. These skills are important tools needed to catalyze networked performance management that goes across sectors and is not dependent on a single hierarchical authority system. These skills allow public sector managers to work more effectively with their counter parts from other sectors and to better manage performance in their home agencies.
- The use of a standard set of methods and skills support public administrators in building constructive performance-based relationships with leaders from other sectors. The emergence of the constructive performance based relationships in and of itself addresses some of the barriers to cross-sector performance accountability.
- Public administrators and leaders from other sectors can develop a common language and common result that helps communicate within and across sectors with different approaches and languages used for performance management as well as introduce concepts to many sectors not yet using performance management.
- Much of community work deals with issues around race, class and culture. Public managers can engage with their counterparts from other sectors and build trust and skills that enable them to dialog honestly about these issues and implement meaningful strategies to address disparate outcomes.
- Cross-sector collaborations work more effectively when they are authorized by mechanisms such as the accountability partner call to action that establishes the legitimacy of the cross-sector network of leaders and hold multi-organizational members accountable for the effort.
- Facilitators of the effort should provide a space for the group to discuss the challenges they face, clarify assumptions, and go about the difficult work of implementing community change efforts. Coach facilitators must manage the tension in the room and

allow leaders to tackle adaptive challenges, resolve differences and address power differentials across sectors.

- Public sector leaders can collaborate with their counterparts from other sectors to develop and use performance measures that track the effectiveness of their strategies and actions. Co-creating such a performance management system based on data allows for the continuous assessment and improvement of efforts and successful ongoing management of the process.

Next Steps

While this preliminary analysis shows support for the theory of aligned contributions, the conclusions are limited given we have only looked at one LAP site. We hope to expand our analysis to four to five other sites in different areas of the country and varying levels of success. We would also like to do a deeper analysis of the commitments made and determine how many were actually kept. In addition, given this rich data source we can conduct further studies using a different unit of analysis. We hope to look at the individual leader as the unit of analysis and analyze those who made commitments and who did not. We can look at the number, percentage and characteristics of these individuals across different LAPS to determine if there is a pattern. Finally, we are interested in conducting a comparative analysis among the different LAPS to get a better understanding of the contributing factors to the emergence of a successful performance management system and other dimensions of the theory of aligned contributions.

Conclusion

This research shows preliminary support for a theory of aligned contributions that when implemented allows public sector leaders to become part of a heterarchical, voluntary network that holds accountability for performance related to community wide conditions of well-being. Overall the implications for the current public sector leaders include: 1) A heterarchical approach to performance management of cross sector networks is possible. 2) Successful network performance is more likely when collaborative leadership development is integrated into the operation of the network. This is particularly helpful for public sector leaders who are more frequently oriented to operate in hierarchical systems. 3) Public accountability is very difficult; however, network performance management is possible when there is attention paid to the development of capacity and individual skill building.

References

- Agranoff, R. (2006). Inside Collaborative Networks: Ten Lessons for Public Managers. *Public Administration Review*, Special Issue: 56-65.
- Annie E. Casey Foundation. (2007). *The Impact of Leadership Development on Early Childhood Education*. www.aecf.org/KnowledgeCenter.aspx.
- Babies Born Healthy Leadership in Action Program. (2007). Babies Born Healthy Leadership in Action Program. *International Conference on Urban Health*.
- Baltimore Leadership in Action Program Progress Report 2005 – 2007 (2007).
- Behn, R. D. (2001). *Rethinking Democratic Accountability*. Washington, DC: Brookings Institution Press.
- 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*, Special Issue: 44-55.
- Dooley, K. D. (1997). A Complex Adaptive Systems Model of Organization Change. *Nonlinear Dynamics, Psychology and Life Sciences*, Vol. 1(1) .
- Eoyang, G. H., & Berkas, T. H. (1998). Evaluating Performance in Complex Adaptive System. In M. a. Lissack, *Managing Complexity in Organizations* (pp. 2-13). Westport, Connecticut: Quorum Books.
- Friedman, M. (2005). *Trying Hard is Not Good Enough*. Victoria, BC Canada: Trafford.
- Goldsmith, S., & Eggers, W. D. (2004). *The New Shape of the Public Sector*. Washington, DC: Brookings Institution Press.
- Heifetz, R., & Linsky, M. (2002). Leadership on the Line. *Harvard Business School Press* , 1-13.
- Human, S., & Provan, K. (2000). Legitimacy Building in the Evolution of Small-Firm Multilateral Networks: A Comparative Study of Success and Demise. *Administrative Science Quarterly*, 45(2), 327 – 65.
- Huxham, C., & Vangen, S. (2005). *Managing to Collaborate: the Theory and Practice of Collaborative Advantage*. New York: Routledge.
- Kickert, W. J., & Koppenjan, J. F. (1997). Public Management and Network Management: An Overview. In W. J. Kickert, E.-H. Klijn, & J. F. Koppenjan, *Managing Complex Networks* (pp. 35-61). London: Sage Publications.
- Kickert, W. J., Klijn, E.-H., & Koppenjan, J. F. (1997). Introduction: A Management Perspective on Policy Networks. In W. J. Kickert, E.-H. Klijn, & J. F. Koppenjan, *Managing Complex Networks* (pp. 1-13). London: Sage Publications.
- Kontopoulos, K. (1997). *The Logics of Social Structure*. New York: Cambridge University Press.

Littlefield, J. (2009). *The Annie E. Casey Foundation's Leadership in Action Program: Leading to Progress in Children Entering Kindergarten Ready to Learn?* Working paper.

McQuire, M. (December, 2006). Collaborative Public Management: Assessing What We Know and How We Know It . *Public Administration Review*, Special Issue: 33-42.

O'Leary R. & Bingham L. (2009). *The Collaborative Public Manager: New Ideas for the Twenty-first Century*. Washington, DC: Georgetown University Press.

Pillsbury, J. B. (2008). *Theory of Aligned Contributions: An Emerging Theory of Change*. Draft White Paper (www.sherbrookeconsulting.com).

Powell, W. W. (1990). Neither Market nor Hierarchy: Network Forms of Organization. In B. M. Staww, & L. Cummings, *Research in Organizational Behavior* (pp. 295-336). Greenwich, CT: JAI Press.

Stone, C., Doherty, K., Jones, C., & Ross, T. (1999). Schools and Disadvantaged Neighborhoods: The Community Development Challenge. In R. F. Ferguson, & W. T. Dickens, *Urban Problems and Community Development* (pp. 339-369). Washington, DC: Brookings Institution Press.

Appendix: Coding System for Action and Alignment

ACTION

Rating	Description
0	No action commitment made
1 Analysis of story behind curve Examples: <ul style="list-style-type: none"> • Quality/availability/access of child care • Finding out that number of books in home matters 	Background <ul style="list-style-type: none"> - Sharing information about LAP to others for purpose of informing but no expectation of action or leveraging resources or relationships - Researching general or background data regarding the result - Collecting information that exists from various sources for the purpose of informing the group (i.e. data), helping the group in joining and overall organizing - Reading to understand basic concepts and LAP competencies - Bringing materials about own organization and/or community resources
2 Research the relationship between findings and result as well as steps needed to act on story behind the curve. Examples: <ul style="list-style-type: none"> • How to get books • How to set up infrastructure for distribution • Enlisting others to help do the work/marketing to engage others in the work of distributing • Creation of a work plan • Collected data about the available slots • Number of care givers who are licensed • Developing of a training • Contact Janet for information and see if she will help with about expansion of pre-k slots 	LAP Program Level and Preparation for Action <ul style="list-style-type: none"> - Researching specific story behind the curve (contributing factors issues), best practice and strategies - Researching other resources who can help with information or action - Creating data analysis report or display to better inform the result and/or performance measures - Inviting new members and orientation of new members - Providing information on the population or geographic locations that is used purposely to deepen the discussion and decisions about scope and scale - Meeting to develop action plans - Meetings to leverage or influence resources and relationships in service of the LAP program but not directed to the result. - Actions done to improve competency behaviors and increase applicability in and outside of LAP - Actions that are done to create some type of change in colleagues at the knowledge or attitude level (using a competency in one's home agency to help with the work). - Gathering information to move to action
3 Examples: <ul style="list-style-type: none"> • Get Green Sheep Books to family child care providers in DKB • Sending out a flier to tell about the availability of books • Marketing to the population to use/get books 	Action Agenda Level 1 About doing something for the population (engaging others to do or doing oneself)/taking action/doing something direct <ul style="list-style-type: none"> - Actions that are done to create some type of change in the client population at the knowledge or attitude level (distribution of flyers, giving out material and related activities such as picking up and creating brochures or creating infrastructure to support it i.e., storing or getting others to help with the distribution) - Actions that are done to create some type of change in colleagues at the behavior, skill or condition level (using a competency in one's home agency to help with the work) that will contribute to the achievement of performance measures that will accelerate the result.

<ul style="list-style-type: none"> • Distributing the books • Request addition pre-k slots from person who is authorized to make decisions 	<ul style="list-style-type: none"> - Implementation of actions to achieve performance measures that will likely roll up to the result. - Meetings to leverage resources and relationships in service of the result (directly related to the implementation of action plan) - Meetings to influence others in service of the result and implementation of action plan.
<p>4</p> <p>Examples:</p> <ul style="list-style-type: none"> • If they establish a distribution that is institutionalized and continues for more than 1 yr • Institutionalizing training • Part of a city-wide/county-wide/state-wide blueprint/strategic 	<p>Action Agenda Level 2</p> <ul style="list-style-type: none"> - Taking actions to increase the scope and/or scale or early successes - Creation of new condition that contributes such as new agency, new department serving population, new or leveraged policy or procedure that creates change to accelerate the result.

ALIGNMENT

Rating	Description
0	Not connected to contributing factors/Performance Measure/Population; done in isolation
1	Connected to structural work of the LAP/LAP Competencies; reaching out to form relationships
2	Connected to factors and population but not to the performance measures/resolving own conflicts/barriers to leverage relationships with individuals/agencies
3	Connected factors and Q1* or Q 2 Performance Measure/Population—is it connected to performance; facilitating the resolution of conflicts/barriers for purpose of achieving result and/or facilitating joining and is connected to performance
4	Connected to factors and Q3-4/Population; ability to exhibit caring and connection to group as a whole to make it possible for individuals in the group as a whole to make contributions--catalytic; show public accountability where people are willing to stand together in the face of success or failure.

*Q1-4 refers to the quadrants outlined below by Mark Friedman, Trying Hard is Not Good Enough, 2005

	QUANTITY	QUALITY
EFFORT	What did we do? How much service did we deliver? (Q1)	How well did we do it? How well did we deliver service? (Q2)
EFFECT	Is anyone better off (#)? How much change for the better did we produce (Q3)	Is anyone better off (%)? What quality of change for the better did we produce? (Q4)