Breaking the silos: Assessing the importance of leadership in facilitating cross-agency collaboration in the New Zealand state sector

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ABSTRACT

The Government has directed New Zealand state sector agencies to increase the efficiency and effectiveness of state services while reducing their cost of delivery; in short to "do more and better with less" (SSC, 2013b). Rather than co-existing as siloed organisations, state sector agencies are being required to work together collaboratively "as a system that is focused on results that will have the biggest positive impact on New Zealanders' lives" (BPSAG, 2011). This prioritisation of collaborative working and system-wide leadership represents a considerable transformation in the way the state sector has traditionally operated.

This report examines the concepts of cross-agency collaboration and leadership with particular reference to the New Zealand state sector. This report draws upon the current thinking to form the basis of an in-depth qualitative research investigation involving semi-structured interviews with senior agency leaders.

The current thinking regarding why agencies seek to collaborate is reviewed, with specific reference to the New Zealand state sector, to determine how successfully and regularly collaboration is practiced. The factors that influence the success of collaboration between government agencies are examined, with the key enablers and barriers tested directly with research participants. The data collected confirmed that incentives to participate, shared goals and relationships of trust are among the key enablers; while the key barriers included siloed behaviours and lack of collaborative capability.

The primacy of leadership in facilitating the key enablers and removing the key barriers to collaboration is specifically examined, including the critical role of senior leaders in bringing collaborative participants together and steering them through the collaborative process. Further research reveals that collaborative leadership is facilitative in nature, with the three facilitative roles proposed by Ansell & Gash (2012) and Huxham & Vangen's "spirit of collaboration" (2003) being of particular relevance to agency leaders in New Zealand. The leadership styles, personal attributes and behavioural competencies of collaborative leaders are examined and found to be heavily influenced by the interpersonal and relationship-building skills of a leader. These conclusions are tested in the research and a model for collaborative leadership in the New Zealand state sector is proposed.

The report concludes with a number of recommendations for how agencies can advance the development of collaborative capability in their organisations and across the New Zealand state sector.

The headline findings of this report are summarised in the table below.

HEADLINE FINDINGS	
The importance of cross-agency collaboration in the New Zealand state sector	
1.	State sector agencies generally acknowledge the importance of collaboration but find it difficult to carry out successfully.
2.	Agencies see collaboration as more relevant to special projects, despite a concerted push for cross-agency working to be a business-as-usual practice.
3.	The size of an agency affects their attitude to collaboration, with smaller agencies more willing to collaborate than larger more self-sufficient agencies.
4.	Incentives to participate, a shared mission and relationships of trust and respect are the key enablers of successful collaboration, while siloed behaviour, power imbalances and a lack of collaborative capability represent the key barriers.
The role of leadership in driving cross-agency collaboration in the New Zealand state sector	
1.	Leadership is the single most important factor, playing a pivotal role in providing the enablers and eliminating the barriers to successful collaboration.
2.	There is general but not universal acceptance that collaborative leadership is an important capability for state sector leaders. However agencies need to place more priority on developing collaborative competencies in their leaders.
3.	Collaborative leadership is facilitative in nature, with collaborative leaders taking on the roles of stewards, mediators and/or catalysts in pursuing collaborative success (Ansell & Gash, 2012).
4.	Collaborative leaders are more likely to embrace charismatic, transformational and servant leadership styles, whereas the direct and hierarchical traditional and transactional styles are not well-suited to collaboration.
5.	The personal attributes and behavioural competencies of collaborative leaders are centred on emotionally intelligent individuals with excellent interpersonal, communication and relationship skills.

Dedicated to

My wife Cushla for all her patience and encouragement during the interminable writing of this paper and my MBA studies.
You are the greatest.

And to my sons Leo and Max, for letting their Dad work nights & weekends instead of more interesting stuff like trucks, trains and rugby balls.

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TABLE OF CONTENTS

1. INTRODUCTION

1.1 Purpose of this report

"Collaboration" is an established concept for government agencies, both in New Zealand and internationally. Most agencies acknowledge the benefits of collaboration on joint projects or initiatives and there is an increasing body of public management literature dedicated to cross-agency collaboration. However, collaborative practices are not yet widespread in New Zealand, where decision rights and accountabilities have traditionally encouraged agency Chief Executives to deliver against their "vertical commitments" rather than displaying "horizontal leadership" across sectors, agency boundaries and the system as a whole.

The Government has concluded that a collaborative leadership approach is necessary for state sector agencies to operate "less as a collection of individual agencies, in pursuit of their own singular objectives, and more as a system that is focused on the results that will have the biggest positive impact on New Zealanders' lives." (BPSAG, 2011).

This report will review the available literature to identify the current thinking on cross-agency collaborative working practices and the potential for collaborative leadership capability to encourage more effective collaboration. This literature review will form the basis of an in-depth qualitative research investigation involving semi-structured interviews with senior agency leaders. The four main objectives of this report are:

- to assess the importance of collaboration in achieving results for state sector agencies;
- to examine which factors are most relevant for successful cross-agency collaboration in the New Zealand state sector context;
- to establish the importance of leadership in facilitating collaboration in the New Zealand state sector; and
- to determine whether collaborative leaders exhibit particular leadership styles and traits in the New Zealand state sector context.

1.2 Background and context to the management issue

This section explains the composition of the state sector, as well as the operating context and challenges agencies are currently facing.

1.2.1 The New Zealand state sector operating context

The New Zealand state sector encompasses a broad range of organisations that serve as instruments of the Crown in respect of the Government of New Zealand. State sector agencies provide public services to the people of New Zealand including: education, health, justice, economic and social development, and foreign relations. For a relatively small country, New Zealand has "an inordinately large and cluttered state sector" (BPSAG, 2011: 2), with hundreds of agencies, ministries, departments, Crown companies, and State-Owned enterprises located across three different layers of agency aggregation, including the state services and public service as illustrated in Figure 1 below (see Appendix 2 for full list).

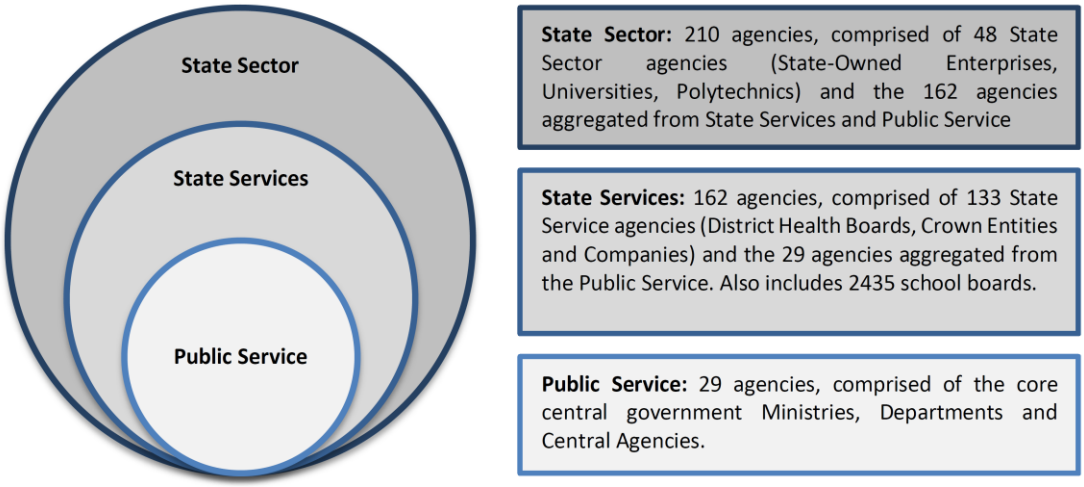

Figure 1: The levels of aggregation within the New Zealand State sector, including the number of agencies that make up each level.

Three central agencies – the State Services Commission (SSC), the Treasury and the Department of the Prime Minister and Cabinet – work together as a "corporate centre" to provide leadership, a clear performance focus and a system-level perspective to state sector agencies.

1.2.2 History of state sector reform

To appreciate the present operating context of the state sector, one must examine the periods of reform that have shaped today's state sector agencies. New Zealand suffered sustained economic decline during the mid-1980s, with billion dollar fiscal deficits, rapidly growing overseas debt and a state sector that was bloated and inefficient (SSC, 1998). The state sector subsequently underwent a bureaucratic revolution by embracing the financial and managerial accountability known globally as New Public Management (Whitcombe, 2008). This reform programme increased the efficiency and effectiveness of the state sector by creating a vertically streamlined government with an outputs-oriented and accountable state sector (McDonald, 2007; O'Leary, 2014).

The organisation of state sector agencies changed dramatically, with each focusing on one main function, with little functional crossover or conflicting responsibilities (Boston, 2012). A decentralised corporate management model was introduced, delegating decision-making authority to agency chief executives, who were employed on performance contracts and made directly accountable for leading and improving the performance of their organisations (McDonald, 2007). New Zealand's state sector reforms made a significant contribution to the management of state sector agencies (Whitcombe, 2008), which became more efficient, productive and responsive in the quality of services provided to New Zealanders (Schick, 1996).

1.2.3 Challenges facing the state sector

Despite their success, these reforms generated new challenges for state sector agencies. Boston (2012) notes that the focus on single specific functions encouraged siloed accountability where managers are judged on the results of their organisation with no incentive to work across the wider state sector system (McDonald, 2007; SSC, 2013a). This institutional fragmentation and lack of horizontal coordination effectively discourages collaborative working between agencies (Morrison, 2014; O'Leary, 2014).

Furthermore, Morrison (2004) argues that the sharp focus on chief executive accountability effectively encouraged them to prioritise their agencies' outputs at the expense of wider collaborative outcomes across the system; a view also shared by Schick (1996) and Dovey (2003).

During the past 10 years, two external challenges shifted the context for reform in the New Zealand state sector. First, the ongoing economic uncertainty and anxiety imposed by the global financial crisis saw the government place austerity restrictions on agency spending, while demanding increases in their efficiency and effectiveness (BPSAG, 2011). Secondly, the 2011 Canterbury earthquakes necessitated an immediate cross-government response to rebuild New Zealand's second largest city, Christchurch. These events occurred against a backdrop of significant increases in public spending throughout the 2000's without any equivalent return in efficiencies or whole of government outcomes (Morrison, 2014).

1.2.4 Current path of reform: Better Public Services and System-wide Leadership

In 2011 a comprehensive report by the Better Public Services Advisory Group (BPSAG) proposed that state sector agencies be mobilised to jointly and deliberately tackle the "complex issues that might fall between the responsibilities and accountabilities of individual agencies" (BPSAG, 2011). By adopting more collaborative working practices, agencies could collectively improve the quality, responsiveness and value-for-money of state services (Morrison, 2014).

After considering the report's conclusions, the government announced the Better Public Services (BPS) programme in April 2012, including the creation of ten "result areas" representing specific targets or outcomes that could not be delivered by any agency working in isolation (see Appendix 3). In essence the state sector was required to prioritise collective outcomes and 'do more and better with less' (SSC, 2013b). The expectation that agencies must work together collaboratively was clearly communicated by the SSC:

> These results and the targets that agencies have set for them present a challenge – it won't be easy. Our public sector will need to find and create opportunities for new ways of working together to achieve the results and deliver better public services. In time, this work will demonstrate innovation and improvement across a public sector that is connected and collaborative (SSC, 2013b).

Furthermore, the SSC introduced "system-wide stewardship" expectations into the employment contracts of agency chief executives, requiring them to "show exceptional performance in collaborating across the public management system" to achieve collective outcomes (SSC, 2013c).

In giving this accountability to agency chief executives, the BPSAG signalled that leadership would be the single most critical driver of change; distinguishing between leadership primarily of an agency, and leadership orientated to the needs of the state sector system and focused on outcome priorities set by the government (BPSAG, 2011). This prioritisation of collaborative working and system-wide leadership accountabilities represented the biggest transformation of the state sector in a generation (SSC, 2013b).

1.3 Relevance of the current thinking

The existing literature was reviewed to derive the key academic theory applicable to both collaboration and collaborative leadership, including within New Zealand. This literature review revealed the key enablers and barriers to cross-agency collaboration, particularly the importance of relationships, incentives and leadership in ensuring the success of collaborative working practices. The requirement for collaborative leaders to be facilitative, build consensus and lead across organisational boundaries is tested, including key personal attributes and behavioural competencies.

1.4 Importance of the research investigation

This research investigation aims to identify the importance of leadership in facilitating cross-agency collaboration in the New Zealand state sector by focusing on two main topics:

- the extent to which agencies currently engage in cross-agency collaboration and the main enablers or inhibitors to collaborative behaviour, as observed by the interviewees; and

- the role of leadership in facilitating cross-agency collaboration in New Zealand, including whether there is an emerging leadership style and profile for a collaborative leader.

To investigate this issue, the author interviewed 17 senior leaders from across the New Zealand state sector to get their views on cross-agency collaboration and the contributions of leaders to agency collaboration initiatives. The interview transcript output was examined using qualitative data analysis to explore the propositions raised in the current thinking.

1.5 Terms of Reference

The purpose and scope of this report satisfies the objectives of the three key stakeholders involved in this Management Challenge.

1.5.1 Personal objectives

The Management Challenge meets the following personal development objectives:

(i) Studying a knowledge area that will expand the author's professional capabilities and career prospects to better understand what is required to be an effective leader and to successfully collaborate across organisational boundaries; and

(ii) Developing and applying key skills that the author has developed during his MBA journey, particularly investigative, analytical and professional writing skills.

1.5.2 Henley's objectives

This Management Challenge meets Henley's requirements by building upon knowledge gained by the author during his MBA studies, particularly in the field of leadership, including applying that knowledge to an issue that is highly relevant to the author's professional environment. The completion of this report required the author to review the relevant academic authorities, conduct a qualitative and inductive research investigation, and formulate conclusions and recommendations for future action. The author also engaged in critical reflection on his experience of completing this Management Challenge, including the learning and development outcomes that the author derived from undertaking the research project and implementing research and analysis techniques.

1.5.3 Sponsor's objectives

The author's sponsor, the Leadership Development Centre (LDC) is specifically interested in the research output and conclusions of this Management Challenge. A major strategic goal of the LDC is to ensure that future generations of state sector leaders operate beyond agency boundaries to provide leadership across the system (LDC, 2012), so the LDC is particularly interested in any fresh insights about collaborative leadership that may be revealed through the research interviews with the senior agency leaders. A letter of endorsement from the LDC is included in Appendix 10.

1.6 Report structure and content

Section 2 of this report reviews current thinking published by public management scholars regarding collaboration and collaborative leadership. Specifically, it examines why organisations choose to collaborate, the current state of cross-agency collaboration in the New Zealand state sector and the key enablers and barriers to successful collaboration. Having concluded that leadership, or more specifically collaborative leadership, is the most important factor in cross-agency collaboration, this section then reviews the different styles, roles and personal attributes of a collaborative leader.

Section 3 introduces the research component of this Management Challenge, most specifically the objectives, design and analysis of the qualitative research investigation that was undertaken to test the theories outlined in the current thinking.

Section 4 contains findings and analysis of the 17 semi-structured interviews with senior agency leaders, including their views on collaboration and collaborative leadership in the New Zealand state sector. These research findings are then reviewed in **Section 5** to determine whether they support the conclusions formed during the literature review, as well as making recommendations for improving collaborative leadership in state sector agencies.

Finally, **Section 6** reflects on the extent to which the completion of this Management Challenge, and the entire MBA journey, has fulfilled the personal and professional objectives of the author.

1.7 Summary

This section has set out the purpose of the report as well as background information relevant to the management issue, including the operating context and challenges facing the New Zealand state sector. The key theory arising from the current thinking and the importance of the research investigation are each briefly introduced. The Management Challenge terms of reference are

discussed with reference to the personal objectives of the author, the academic requirements set by Henley and the research objectives of the sponsoring organisation. Finally, the content and structure of the report are discussed.

2. REVIEW OF CURRENT THINKING

This section reviews the current thinking on collaboration and collaborative leadership with particular reference to works within the New Zealand context.

2.1 What is collaboration?

"Collaboration" is a widely used term describing the formation of working relationships with other individuals and organisations (O'Leary, 2014). Parkinson (2006) and O'Leary (2014) suggest that the level of partnership between organisations may differentiate collaboration and other joint endeavours such as co-operation, co-ordination and integration. Figure 2 depicts a dimensional continuum of common working drawing on Gadja (2004), Selden et al (2006) and Parkinson (2006). At each extreme, organisations co-operate either informally, retaining their autonomy, or in formally integrated joint structures with merged authority and service capabilities. Organisations in the midrange typically pool their resources and capabilities to address shared problems or challenges through collaboration (Bryson et al, 2006).

Cooperation / Coordination	Collaboration	Service Integration
• Informal, short-term, low-intensity, little structure. • Agencies retain their autonomy and decision-making authority. • Agencies share information and ideas but do not share resources.	• Formal, long-term, moderate intensity. Collective purpose and specific roles for each agency. • Each partner accountable to the other, with coordinated decision-making and pooled resources.	• Formal, long-term, high intensity. • Agencies form a joint structure where accountability, services and resources are shared. • Consensus decision-making for new integrated structure.

Figure 2: Dimensional continuum of common working (Based on Gadja, 2004; Parkinson, 2006; Selden et al, 2006).

Collaboration as a concept is not consistently understood. *Collins English Dictionary* (2015) defines 'collaborate', as "to work jointly with others on a project", a useful starting point from which to further examine the term collaboration as defined in the existing public management literature.

Bardach (1998:8) defines collaboration as "any joint activity by two or more agencies that is intended to increase public value by their working together rather than separately". Both Bryson et al (2006) and O'Leary (2014) note that collaboration is often used to "achieve jointly an outcome that could not be achieved by organisations in one sector separately" (Bryson et al,

2006). Finally, Mattessich et al's definition has the endorsement of other authors including Majumdar (2006), Parkinson (2006) and Miller & Miller (2007):

> A mutually beneficial and well-defined relationship entered into by two or more organizations. The relationship includes a commitment to mutual relationships and goals; a jointly developed structure and shared responsibility; mutual authority and accountability for success; and sharing of resources and rewards. (Mattessich et al, 2001: 22).

Mattessich et al's definition is useful as it incorporates critical terms associated with collaborative practices i.e. mutual goals and shared responsibility. Although many definitions of collaboration exist, the most effective tend to share a consistent theme, i.e. a joint working relationship between two or more organisations sharing common goals to deliver services or solve problems that they cannot easily solve working on their own.

2.2 Why do agencies seek to collaborate?

The motivation of government agencies to engage in collaborative partnerships occurs at both individual and organisational levels (Williams & Sullivan, 2007a). Individual leaders can be motivated to collaborate by their own sense of altruism, such as increasing service performance and results or better serving the public interest; or by personal self-interest to obtain recognition or benefits without the commensurate cost or effort (O'Leary, 2014).

Bristow et al (2003) identified three overarching benefits that motivate organisations to collaborate:

- improving the quality, cost-effectiveness and efficiency of public services;
- balancing individual organisational goals with the common good; and
- reducing the duplication of activities between agencies and to tackle cross-cutting issues facing government.

Bryson et al (2006) note that governments may direct agencies to collaborate to solve their most fundamental challenges, including what Williams & Sullivan (2007a) refer to as the proliferation of "wicked issues" that cannot be solved by organisations acting alone (Huxham & Vangen, 2003). This is supported within the New Zealand state sector context by Morrison, who asserts that cross-agency collaboration is required in order "to get traction on the cross-cutting issues and opportunities … that matter most to New Zealanders" (2014: 48).

Nevertheless an appraisal of collaboration would not be balanced without examining its potential disadvantages. Bryson et al (2006) warn that collaboration is no panacea and may exacerbate some of the problems that it was meant to solve. Some of the costs of failed collaborations include a loss of organisational autonomy and competitiveness, confusion over an organisation's identity, a dilution of management authority, added complexity and increased delays to decision-making processes (Williams & Sullivan, 2007); minimal progress due to collaborative inertia (Huxham & Vangen, 2003); and divisions in the values, incentives and accountability of collaborative participants (Kippin, 2013).

2.3 New Zealand's experience with collaboration

The New Zealand state sector has experienced mixed success with collaboration, with notable achievements interspersed with missed opportunities. The importance of collaboration to the delivery of New Zealand public services has been widely discussed (Dovey, 2003; Majumdar, 2006). In February 2014, the SSC tasked consultancy firm SenateSHJ with reviewing ongoing collaborative initiatives within the state sector. Their main findings included that:

- to be successful, the BPS programme required a new collaborative approach and mind-set towards service delivery in order to achieve Cabinet's result area targets;
- most agencies saw collaboration as relevant only to special projects rather than business as usual practices;
- the size of agencies affected their willingness to work collaboratively, with smaller agencies more receptive than larger ones;
- some agencies viewed collaboration as a distraction that restricted their core business outputs; and
- a lack of leadership and integrated funding made collaboration more challenging (SenateSHJ, 2014).

SenateSHJ also catalogued the ongoing collaborative initiatives across the state sector into five separate subsets of collaborative activity. The predominance of collaborative working in the delivery of core outputs can be seen in Figure 3 below.

SUBSETS OF COLLABORATIVE INITIATIVES	TYPICAL EXAMPLES	NO. OF INSTANCES
Sharing support services with other agencies	Shared IT infrastructure, syndicated procurement programmes	34
Provision of services directly to other agencies	Centres of Expertise to provide expert advice to agencies	25
Delivery of core outputs, including BPS initiatives	Joint responsibility for delivery of public services to New Zealanders	66
Facilitation of collaborative activity	Chief Executive forums, cross-sector working groups	20
Provision of information for review reporting and planning	Sector-wide four year plans, joint staff engagement surveys	21

Figure 3: A breakdown of the collaborative initiatives across the state sector (SenateSHJ, 2014).

Collaborative working practices may be influenced by national culture (Hinds, 2008). Hofstede's 6D model can be used to measure New Zealand across six cultural dimensions. Figure 4 below compares New Zealand to two other countries with similar focuses on developing public agency collaboration, the United Kingdom (UK) and United States (US) (Hofstede Centre, 2015).

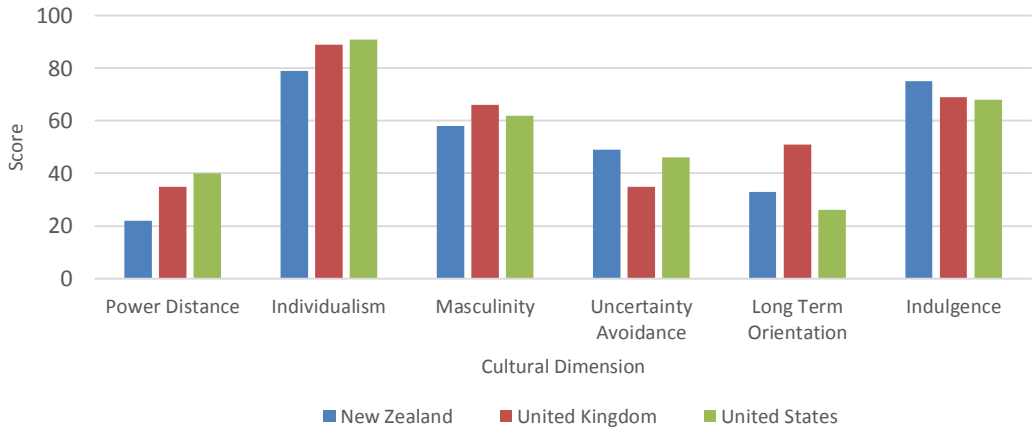

Figure 4: New Zealand's cultural dimensions compared to the United Kingdom and United States (Hofstede Centre, 2015).

New Zealand's very low score for power-distance suggests a non-hierarchical working culture where power and information are shared equally, even more so than the UK and US. Furthermore, the collectively lower scoring for both uncertainty avoidance and long term orientation reflects a normative approach to getting things done and achieving quick results. However, similar to the UK and US, New Zealand's higher scores for individualism, masculinity and indulgence reflect a preference for self-reliance and reluctance to pursue joint projects

unless there are obvious benefits; potentially indicating why collaboration has proven difficult to universally implement in New Zealand.

Nevertheless, the New Zealand government remains committed to encouraging agencies to lead collaborative initiatives. Morrison maintains that, to achieve the system change required to tackle thorny issues and create the opportunities for thinking and operating collaboratively, New Zealand agency leaders must exercise urgent responsibility as stewards across the whole system (2014: 44). However, O'Leary has observed that many agency leaders lack the knowledge and skills required to collaborate effectively, with scepticism and self-interest limiting collaborative appetites (2014: 57). The SSC (2013), in their *Leadership Strategy for the State Services* report, supports this need for leaders who are skilled at collaborating:

> Competencies that will become increasingly important for State Services leaders will include the ability to work collaboratively across organisational boundaries and work effectively through relationship management and influence. We need leaders who have been developed from a very early stage in their career to work in new and different ways to deliver results.

The emphasis on developing collaborative and system-wide leadership competencies is reflected in the SSC's *Leadership Success Profile* which emphasises "System Leadership" as one of four key leadership principles with a particular focus on leading agile, effective and collaborative teams; as well as naming the five fundamental attributes of state sector leaders as "curious, honest, resilient, self-aware and courageous" (2015). The New Zealand state sector's prioritisation of leadership capability across organisational boundaries was described as 'exciting and innovative' by Jackson & Smolovic Jones (2012), who were equally complimentary of the focus on agency collaboration around a common purpose.

2.4 The factors which influence the success of collaborative efforts

Research suggests numerous factors that influence the success of collaboration between government agencies (Mattessich et al, 2001). These factors can be divided into enablers that facilitate collaboration and barriers that inhibit its success.

2.4.1 Key enablers that facilitate successful collaboration

Current literature proposes multiple catalysts for collaboration depending on the organisation and its particular circumstances and objectives (Gray, 1989; Bardach, 1998; Crosby & Bryson, 2010; Fountain, 2013). Mattessich, et al (2001) listed 20 factors considered necessary for successful collaboration. The author, from a review of the published work of these scholars,

identified six key enablers that are widely supported as contributing to the success of collaboration, as provided in Figure 5 below.

KEY ENABLERS THAT FACILITATE SUCCESSFUL COLLABORATION
1. Shared mission and goals
2. Clear incentives to participate
3. Suitable governance structures and processes
4. Relationships of mutual trust and respect
5. Sufficient funds, resources and time
6. Effective leadership

Figure 5: The key enablers that facilitate successful collaboration (Author's review of available literature).

Organisations must develop **shared missions and goals** for what they can collectively achieve by working together (Ansell & Gash, 2007), with their commonality of purpose effectively acting as an incentive to collaborate (O'Leary, 2014). By sharing a superordinate goal, common mission or vision, agencies can work together effectively even though their wider organisational objectives may not be completely aligned (Gray, 1989; Majumdar, 2006; O'Brien, 2012).

According to Bryson et al (2006), collaboration is more likely to succeed where internal and external stakeholders have **clear incentives to participate**. Given the time and energy that joint initiatives require, stakeholders are incentivised to look beyond their organisational silos where a collaborative approach will yield meaningful results (Gray, 1989; Ansell & Gash, 2007) and solve the limitations of working alone (Mattessich et al, 2001; Crosby & Bryson, 2010; Kippin, 2013).

The formulation of **suitable governance structures and processes** can influence a collaborative initiative's effectiveness (Bryson et al, 2006). Mattessich et al (2001) suggest that collaborative partners should share a stake in both the process and outcome, with each clearly understanding their roles, rights and responsibilities.

Atkinson et al (2007) emphasises **relationships of mutual understanding, trust and respect** between participants. This may happen through both formal and informal channels, with Fountain (2013) noting relational capital can be critical to avoid exploitative behaviour and power imbalances existing between organisations. Open and frequent communication is vital so that issues can be discussed openly and workable solutions agreed (Miller & Miller, 2007).

Maintaining **sufficient levels of funding, resources and time** is central to the success of cross-agency collaboration (Atkinson et al, 2007). Collaborative projects should possess a suitably independent financial base along with the necessary staff and materials required to operate (Mattessich et al, 2001; Miller & Miller, 2007). Finally, participants must be allowed sufficient time in which to achieve their goals and nurture the collaborative process.

The impact of **strong and effective leadership** has been identified as the key aspect of multi-agency work (Atkinson et al, 2007). These leaders "must have the skills to plan strategically, develop relationships with manifold stakeholders and engender in others a vision of what collaboration can accomplish" (Majumdar, 2006). Both O'Brien (2012) and O'Leary (2014) consider effective leaders to act as catalysts in collaborative partnerships, whether they be a senior executive who champions or mandates collaborative action or a lower-level manager who embodies shared ideals and inspires their peers to work collaboratively.

2.4.2 Key barriers that inhibit successful collaboration

Despite the emphasis placed on the enabling factors that encourage collaboration, 'there are many reasons why collaborative attempts fall short of the ideal or are never even initiated' (Gray, 1989: 247). These barriers to collaboration may include the absence of key collaborative enablers (described in Section 2.4.1), particularly the lack of a shared mission or goal, difficult relationships, scarce financial resources and a collaborative leadership capability vacuum. For the purposes of this report, the author has grouped the most common barriers into four key factors that inhibit the likelihood of successful collaboration, as set out in Figure 6 below.

KEY BARRIERS THAT INHIBIT SUCCESSFUL COLLABORATION
1. Siloed and self-interested behaviour
2. Power imbalances
3. Lack of collaborative capability
4. Cultural differences

Figure 6: The key barriers that inhibit successful collaboration (Author's review of available literature).

The existence of **silos and self-interested behaviour** is a major restriction on cross-agency collaboration, inciting competition amongst agencies at the expense of collaboration (Roberts & O'Connor, 2008; Fountain, 2013). The adoption of siloed behaviours by New Zealand state sector agencies has been criticised by Morrison (2014), who observes they can be overly protective of their own interests at the expense of 'the collective action required to deliver the

common good'; with O'Leary (2014) adding that "career public servants have become company men and women" loyal only to their own organisations.

Power imbalances can directly influence the willingness of participants to collaborate (Gray, 1989). Where organisations do not have equivalent size, resources or status to participate on an equal footing, the collaborative process can be manipulated by stronger actors to weaken collaborative commitment (Ansell & Gash, 2007) and prevent partners from agreeing mutually beneficial shared objectives (Bryson et al, 2006).

A **lack of collaborative capability** can undermine a collaborative project, particularly where individuals lack the professional and personal skills to build partnerships across organisational boundaries (Bardach, 1998). O'Leary (2014) suggests that misunderstandings about what it means to collaborate, confusion about the required skillset for collaborative participants and the slow pace in developing people with collaborative capability can each inhibit collaboration and cause organisations to be unwilling to collaborate in the future.

Cultural differences between agencies can be an obstacle to a successful collaborative partnership (Williams & Sullivan, 2007b). Conflicting organisational cultures can significantly influence the extent to which agencies can agree on the process, structure and outcomes of a collaborative project (Crosby & Bryson, 2010). A pronounced difference in behavioural values can also cause a conflict between participants in collaboration, particularly where an organisation is inward looking and reluctant to form trusting relationships (O'Leary, 2014).

2.4.3 The pivotal role of leadership

By critically appraising the key enablers and barriers to successful collaboration, set out in Sections 2.4.1 and 2.4.2, the critical role of leadership to the collaborative process becomes readily apparent. Leadership is widely considered to be critical to collaboration, bringing participants together and steering them through the rough patches of the collaborative process (Huxham & Vangen, 2000; Crosby & Bryson, 2005; Ansell & Gash, 2007; Fountain, 2013; O'Leary, 2014). Leadership is crucial to setting and developing ground rules, building trust, facilitating dialogue, and exploring mutual gains (Ansell & Gash, 2007: 554) as well as involving, empowering and mobilising stakeholders (Huxham & Vangen, 2003).

Leadership can also be the catalyst in eliminating many of the barriers to collaboration:

> Where incentives to participate are weak, power and resources are asymmetrically distributed and prior antagonisms are high, leadership becomes all the more important.

> The more that stakeholders fundamentally distrust each other, the more leadership must assume the role of honest broker (Ansell & Gash, 2007: 555).

2.5 Collaborative leadership

There exists a vast array of literature describing leadership from organisational and personal perspectives. Since this report is chiefly concerned with leadership in the context of collaborative working, this section will briefly set out the principles associated with leadership as a collective or shared endeavour before moving on to discussing collaborative leadership itself.

There are almost as many different definitions of leadership as there are persons who have attempted to define it (Bass, 1990). Grint (2005) suggests that leadership can be understood in four different ways; who leaders are, what leaders achieve, where leaders operate and how leaders get things done. Rost defines leadership as "an influence relationship among leaders and followers who intend real changes that reflect their mutual purposes" (Rost, 1993: 102). Finally, Jackson (2012: 23) defines leadership as 'an interactive process between leaders and followers within a distinctive context to pursue mutually important goals'.

These definitions suggest that leadership is fundamentally a collective endeavour between at least one leader and multiple followers, where both work together and share responsibility for any consequences that might arise in the execution of the leadership relationship (Rost, 1993). Leadership is traditionally viewed as an individual responsibility, however, Jackson & Smolovic Jones (2012) propose that leadership can be co-created both relationally and collectively. According to Henley (2012:13), the adoption of a collective leadership mindset can encourage integrated whole-system operations and connect all leaders in a stakeholder community within a critical mass.

Morse's *Four Levels of Public Leadership* model, below in Figure 7, has further developed the notion that public sector leaders need to operate across many different levels (2007). According to Morse, public leadership begins at the personal level with a leader's attributes and capabilities. Their ability to interact with other people represents interpersonal leadership, which through personal interactions, collectively contributes leadership influence to their organisation's culture and values. Finally, as agencies that work well across boundaries have culture amenable to collaborative working, their brand of leadership can heavily influence their effectiveness as inter-organisational leaders at the public level (Morse, 2007: 13).

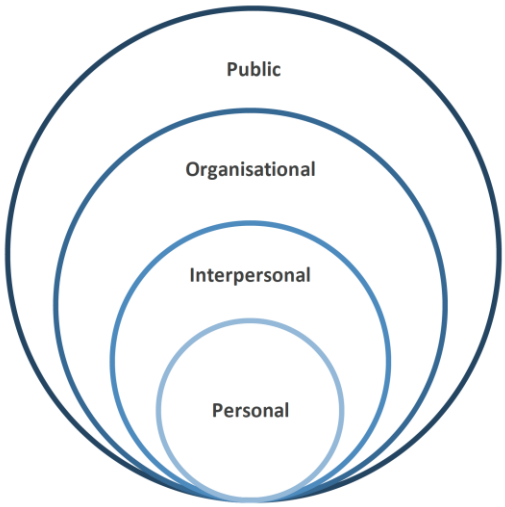

Figure 7: The Four Levels of Public Leadership (Morse, 2007).

Huxham & Vangen (2003) consider the presence of one or many strong leaders that champion and nurture partnerships as essential to overcoming and eliminating collaborative inertia. These leaders require the ability to plan and think both strategically and systematically, to observe the interconnections, develop relationships and integrate the differences between people and agencies into the collaborative process (Williams & Sullivan, 2007a). This view is supported by Crosby & Bryson in their extensive contributions to the subject:

> The leadership challenge inherent in cross-sector collaboration is a challenge of aligning initial conditions, processes and practices, structures and governance mechanisms, contingencies and constraints, outcomes and accountabilities such that good things happen in a sustained way over time … so that public value is created (2010: 40).

2.6 The leadership styles of a collaborative leader

The core leadership styles or roles that best promote collaborative working are widely discussed in the literature. In particular, Miller & Miller (2007) propose that five elements of common leadership styles may be applicable to collaboration including:

- Transactional leadership, where the respect of the group is earnt through delivering objectives;
- Traditional leadership, where a command and control directive style is employed to drive progress;
- Charismatic leadership, where leaders sell a vision to inspire and engender trust in their followers;

- Transformational leadership, where the motivation and morale of followers are connected to a positive change imperative; and
- Servant leadership, which focuses on an equal relationship between leaders and followers.

However, both Huxham & Vangen (2003: 63) and Ansell & Gash (2012: 5) argue against translating mainstream theories of leadership into collaboration, noting that they tend to favour the formal leader-follower and "great man" views of leadership, whereas the ability of collaborative leaders to lead effectively can often be contingent on wider factors.

Crosby & Bryson (2005) emphasise that as collaboration exists in a voluntary, shared power world, leaders cannot "command" in the same way they might in a hierarchical organisation, instead playing more of a steering or facilitating role. Bardach is supportive of this facilitative approach, noting the advantages to collaboration of "consensus-building" leaders perceived as neutral with "no axe to grind" (1998: 226-7).

While most contemporary studies of leadership focus on traditional intra-organisational position-based leadership, today's public sector leaders are often required to display collaborative leadership to "operate across organisations as well as within hierarchies" (Morse, 2003; Miller & Miller, 2007). Figure 8 below sets out the key differences between traditional hierarchy-based leadership and collaborative leadership.

CONTRASTS BETWEEN TRADITIONAL AND COLLABORATIVE STYLES OF LEADERSHIP	
Traditional Leadership	**Collaborative Leadership**
Hierarchical	Non-hierarchical and inter-organisational
Evokes followership	Evokes collaboration and concerted action
Takes charge – seizes the reins of an organisation	Provides the necessary catalyst or spark for action
Takes responsibility for moving followers in certain directions	Takes responsibility for convening stakeholders and facilitates agreements for collective action
Heroic – provides the right answers	Facilitative – asks the right questions
Has a stake in a particular solution or strategy	Has a stake in agreeing upon outcomes but encourages divergent ways to reach them.

Figure 8: Contrasting the respective styles of traditional leadership with collaborative leadership (Williams & Sullivan, 2007a; based on Luke, 1998).

As collaborative leaders do not have the formal positional authority and built in "followers" that a traditional leader does, they are often confronted with the difficult task of exercising leadership over their peers through equal, horizontal relationship (Morse, 2007). Therefore, collaborative leadership requires leaders who "safeguard the process, facilitate interaction and patiently deal with high levels of frustration" (Chrislip & Larson, 1994: 52).

In their model *The Essence of Leadership for Collaborative Advantage,* depicted below in Figure 9, Huxham & Vangen perceive that the challenge for collaborative leaders is to balance both facilitative (spirit of collaboration) and directive (collaborative thuggery) roles according to the circumstances (2003: 65-69).

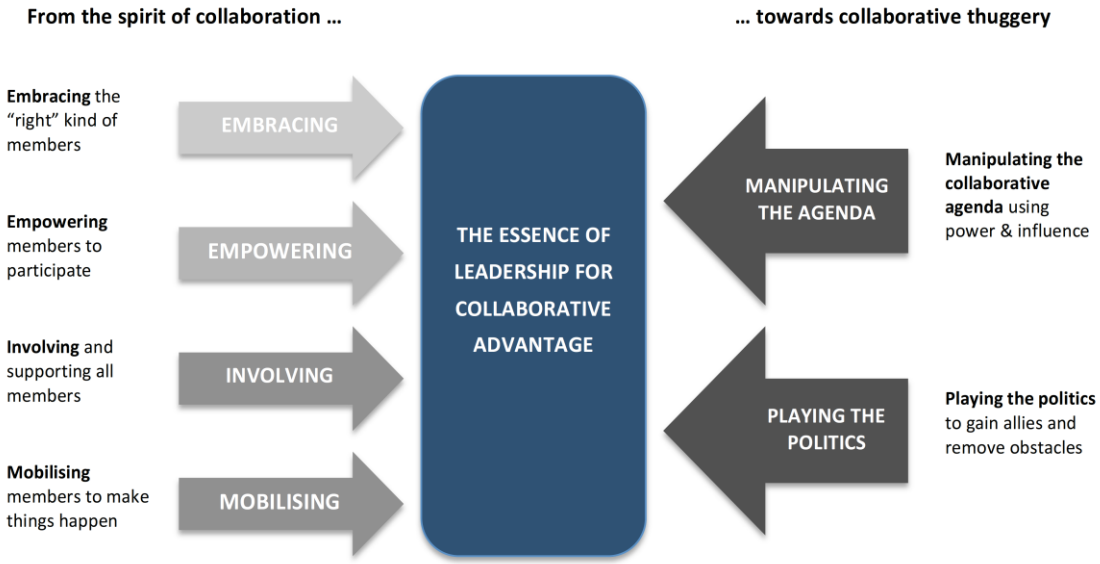

Figure 9: The essence of leadership for collaborative advantage (Huxham & Vangen, 2003).

The "Embracing, Empowering, Involving and Mobilising" settings within the "spirit of collaboration" have much in common with the Steward, Mediators and Catalysts roles, and together provide a useful model for collaborative leadership in the New Zealand state sector. Conversely, it is difficult to see how the "collaborative thuggery" alternative could work in state sector agencies, where agenda manipulation and playing politics would undermine the relationships of trust and respect that successful collaboration depends upon.

Ansell & Gash also support the facilitative view of collaborative leadership, stressing their role to encourage and enable stakeholders to work together effectively and "help others to make things happen" (2012: 6). They identify three facilitative roles for collaborative leaders:

- Stewards, who possess the necessary reputational and relational capital to establish and protect the integrity, transparency and inclusiveness of the collaborative process;

- Mediators, who act as an honest broker by emphasising areas of common ground, building trust and mediating disputes between collaborative partners; and
- Catalysts, who engage in "systems thinking" to identify value-creating opportunities and mobilising collaborative partners to pursue them.

These roles are highly relevant to senior leaders in the New Zealand state sector, particularly those in senior positions (Tiers 1, 2 and 3) who find themselves directing collaborative projects. They also acknowledge that collaborative leaders can be called upon to play multiple roles depending on the circumstances – a likely scenario in the state sector. For instance, the Steward and Mediator roles may be called upon more often in situations of high tension and low trust, whereas Catalysts will have more application where creative problem solving is required.

2.7 Key attributes and behaviours of a collaborative leader

Since the roles and responsibilities of a collaborative leader can differ greatly from traditional notions of leadership, leading authorities suggest that effective collaboration requires additional leadership competencies beyond those normally associated with intra-organisational leaders (Chrislip & Larson, 1994; Luke, 1998; Crosby & Bryson, 2005; Morse, 2007; Fountain, 2013).

A comprehensive baseline of the key competencies shared by effective public sector leaders is contained in Van Wart's *Dynamics of Leadership in the Public Service* (2005). Rather than reproduce these in this report, this section will concentrate on the specific attributes and behaviours that collaborative leaders may possess over and above the more generic leadership competencies, as proposed by Morse (2007) and supplemented by other scholars.

2.7.1 Personal attributes

The term "attribute" is used in this context to describe the characteristics and qualities that may differentiate collaborative leaders from other organisational managers.

Collaborative leaders require a **collaborative mindset** or vision for what collaboration can accomplish, including understanding the value of collaboration (Luke, 1998) and seeing "connections and possibilities where others see barriers and limitations" (Linden, 2002: 161). Whereas organisational leaders may be motivated by personal advancement or winning, collaborative leaders should have a **passion towards outcomes** "to bring about change and make a difference" (Morse, 2007: 5) and obtain the desired result or outcome for the public good (Luke, 1998).

Collaborative leaders must embrace **systems thinking** to "see the big picture and take the long view" to think holistically and understand the driving and constraining forces for collaboration (Crosby & Bryson, 2010; Morse, 2007; O'Leary, 2014). Collaborative leaders may be compared to entrepreneurs who are **open to risk-taking** in the form of experimentation, accepting trade-offs and testing innovative ways to achieve the desired outcomes of a collaboration (Luke, 1998; Morse, 2007).

Empathy, described by Morse as "sense of mutuality and connectedness" (2007: 6) or alternatively by Luke as "perspective-taking" (1998: 227), is a key attribute that represents a collaborative leader's emotional intelligence, relational capability and willingness to understand the concerns and perspectives of others (Miller & Miller, 2007). Collaborative leaders should possess a good degree of **humility and self-awareness**, which allows them to credit success to the collective rather than their own personal glory (Linden, 2002: 154) and have quality interactions with their followers (Osula & Ng, 2014).

The strategic thinking and passion towards outcomes attributes have close alignment to the System Leadership aspirations that SSC has for developing state sector leaders, however, an openness to risk-taking seems incompatible with the responsibilities of a state sector leader. The empathy and humility and self-awareness attributes have much in common with the inter-personal relationship-orientated nature of collaborative working, suggesting that Authentic Leadership, a style characterised by self-aware leaders with deep-seated personal values (Henley, 2012b) may be highly relevant to collaborative leaders.

2.7.2 Behavioural competencies

If personal attributes describe the sort of characteristics and qualities possessed by collaborative leaders, then their behavioural competencies describe how they go about collaborative working.

An important collaborative leadership behaviour is **facilitating trusting relationships,** with partners by being an honest broker who remains above the fray to maintain the integrity and transparency of the collaborative process (Ansell & Gash, 2007; Crosby & Bryson, 2010; Fountain, 2013). Another closely related behaviour is **managing various interests**, particularly where broad-based involvement is needed from diverse stakeholders with differing cultures and values (Miller & Miller, 2007; Morse, 2007; Crosby & Bryson, 2010).

Stakeholder identification and assessment are two behaviours that work in tandem during the initial phases of a collaborative process (Morse, 2007: 10). Identifying the right stakeholders, as well as assessing them in terms of what value they might contribute, is a key competency of effective collaborative leaders (Chrislip & Larson, 1994: 65). Furthermore, by concentrating on

establishing the legitimacy of their collaborative initiative with internal and external stakeholders, they are more likely to succeed and gain their trust (Crosby & Bryson, 2010).

Convening working groups is another clearly identified leadership behaviour according to Morse (2007: 11). By investing considerable time and energy in convening meetings, collaborative leaders can create transparent and well-structured working practices (Luke, 1998). Finally, collaborative leaders must work to **influence the commitment of participants** throughout the process in order to identify champions and power brokers who can help in the political process of allocating resources (Morse, 2007).

The influence of trust is the common thread running through each of these behavioural competencies, being required for honest relationships, managing various interests, convening working groups and influencing the commitment of participants. By extending this concept, the question of trust influences successful collaboration in the following ways:

- trust in their leaders by collaborative participants;
- trust between collaborative leaders in different agencies;
- trust between participating agencies; and
- trust in the shared mission and objectives that agencies are working towards.

2.8 Summary

This literature review brings together current academic thinking on the subjects of collaboration and collaborative leadership. The nature of collaboration and New Zealand's emerging experience with it was discussed, including the common challenges that state sector agencies experience. The impact of New Zealand's cultural values was discussed, as was the emerging emphasis on building collaborative leadership capability in the state sector.

The key enablers and barriers to successful collaboration were reviewed, including the pivotal importance of leadership in ensuring that collaboration has a chance to succeed. The difference between traditional and collaborative leadership styles was highlighted, along with the views of leading commentators that collaborative leadership is generally facilitative in nature, in particular the Steward, Mediator and Catalyst roles proposed by Ansell & Gash (2012) and the spirit of collaboration by Huxham & Vangen (2003).

Finally, the leadership styles, personal attributes and behavioural competencies of collaborative leaders were discussed, including their relevance to the New Zealand state sector context.

Given the increased emphasis on collaborative working practices brought about by both BPSAG and SSC, further primary insight is required into the current state of collaboration and collaborative leadership in the New Zealand state sector. The research investigation detailed in Section 3 of this report will seek to provide this insight through interviews with 17 senior leaders to get their perspective and experience on the current thinking.

3. RESEARCH INVESTIGATION

This section outlines the design and execution of the research investigation, including the qualitative methodology used to collect interview data, reduce it for analysis and present the findings. The interviewee sample is also described, including high-level demographic information, their job tier and the agency sector that they work for.

3.1 Objectives of the Investigation

Presently, most current thinking on intra-governmental collaboration is based on studies outside of New Zealand. Whilst New Zealand state sector agencies are increasingly working collaboratively across organisational boundaries to address complex cross-cutting issues, the practice of cross-agency collaboration in, and the impact of leadership on, successful collaboration by New Zealand state sector agencies has not been extensively researched.

This Management Challenge seeks to determine **the importance of leadership in facilitating cross-agency collaboration in the New Zealand state sector**. This research question will be answered by focusing on two main themes that emerged from the current thinking:

- the extent to which agencies currently engage in cross-agency collaboration and the main enablers or inhibitors to collaborative behaviour, as observed by the interviewees; and
- the role of leadership in facilitating cross-agency collaboration, including whether there is an emerging leadership style and profile for a collaborative leader.

To answer the research question the following research objectives were developed:

1. To assess the importance of collaboration in achieving better results for state sector agencies.
2. To examine which factors are most relevant for successful cross-agency collaboration in the New Zealand state sector context.
3. To establish the importance of leadership in facilitating collaboration in the New Zealand state sector.
4. To determine whether collaborative leaders in the New Zealand state sector exhibit particular leadership styles and traits.

3.2 Methodology

Following analysis of current thinking, it was determined that the importance of leadership to collaboration in the New Zealand state sector context required specific investigation through a research study. A research design is the "recipe for carrying out the project", ensuring that relevant information can be generated through an efficient research process (Hair et al, 2007: 151).

3.2.1 Research strategy and design

A flexible research design comprising an interview-based qualitative research methodology was adopted. Interview studies are appropriate where the researcher wishes to:

- explore a particular problem or issue about which relatively little is known, or
- obtain an in-depth understanding of a topic from a point of view of participants (Spinks & Reid, 2011a: 5).

The flexibility of an interview-based research approach was deemed to be a valid and pragmatic design choice for obtaining the views of senior agency leaders. Furthermore, the author's sponsoring organisation, the LDC, provided access to many of those leaders enabling a suitable sample of interviewees. The interview study was designed in line with the seven stages identified by Kvale (1996) set out in Figure 10 below:

STAGE	DESCRIPTION	SECTION REF
Thematising	Formulating the purpose of the study and understanding the topic under investigation	1, 2, 3.1
Designing	Planning the design of the study	3.2
Interviewing	Conducting the interviews	3.3
Transcribing	Preparing the interview material in written form for qualitative analysis	3.4
Analysing	Selecting and implementing an appropriate analysis method	3.4
Verifying	Confirming the reliability, generalisability and validity of the research findings	3.4
Reporting	Communicating the research findings of the study	4

Figure 10: Seven stages in a qualitative interview study (Based on Kvale, 1996; cited in Spinks & Reid, 2011b).

Interviews were semi-structured, enabling supplementary questions that further explored interviewees' perspectives in a manner consistent with both the exploratory and descriptive research objectives.

Exploratory research design is particularly well suited to interview studies allowing the researcher to *"discover new relationships, patterns, themes and ideas"* (Hair et al, 207: 154). Aspects of descriptive research design were also utilised to elicit detailed responses from the interviewees regarding factors that facilitated or hindered collaborative approaches.

An inductive approach was used to derive research outputs from *"both the research objectives outlined by the researcher and findings arising directly from the analysis of raw data"* (Thomas, 2003: 3). An inductive approach is commonly associated with one to one interviews, and during this study, interview questions were closely related to current thinking, building on theories of collaboration and how leadership can contribute to its success.

3.2.2 Research dimensions

Time horizon: A cross-sectional time horizon captured interviewee's thoughts at a single point (rather than a prolonged period) in time. This was considered valid since the views of interviewees would be a snapshot of the prevailing political and macro-economic climate during the three-week interview period.

Unit of analysis: Individual state sector Tier 2 and 3 leaders were considered appropriate units of analyses, whilst individual interviews encouraged frank and honest observations on areas that were often sensitive in nature. Tier 2 leaders have responsibility for the major business groups within an agency and each report to a Tier 1 Chief Executive as members of their senior executive team. Tier 3 leaders are responsible for specific business units and functions within a Tier 2 leader's business group.

Relationship to theory: Interview questions were based on academic theories identified during the review of current thinking. Current thinking suggested a range of key enablers and barriers to collaboration that the research sought to validate whilst assessing the relevance of each influencing factor along with the impact and role of collaborative leadership in the New Zealand state sector.

3.2.3 Sampling method and size

Interviewee selection was critically important to the collection of valid data and the overall success of this investigation. Consistent with the flexible research design, a non-probability approach was deemed appropriate to select a sample of around 15 candidates from the large and diverse population of Tier 2 and 3 agency leaders.

The LDC facilitated the interviews by inviting the involvement of approximately 120 potential interviewees by e-mail, setting out the study's research question and background information (see Appendix 4).

Within 24 hours, over 30 senior agency leaders had expressed interest in being interviewed. 17 interviewees were selected to ensure an appropriate sample of 15 in case of any late withdrawals. A purposive sampling method was employed to finalise an appropriately representative sample of interviewees with regard to their gender and the size and sector of the agency where they worked.

Details of the research sample are provided in Section 3.5.

3.3 Interview design and method

3.3.1 Interview design

Interview questions were derived from the review of current thinking summarised in Section 2. Questions were reviewed for relevance to the overall research question, before being condensed into thematic categories that were consistent with the research objectives. The final list of 13 interview questions is contained in the table in Appendix 5, including stating the rationale for each question and mapping them to applicable sections of the current thinking.

Questions focused on the interviewees' knowledge of collaboration and collaborative leadership rather than the interviewees themselves, although personal perspectives were encouraged. Questions were designed to promote open-ended responses, active listening techniques were employed and, where appropriate, answers were followed up with probing questions to gain a fuller understanding (Spinks & Reid, 2011b).

3.3.2 Interview pilot

A preliminary interview as a first data sample was conducted with a senior leader who was personally known to the author. The feedback from the interviewee was positive and the interview lasted 52 minutes. As a result of the pilot, a few minor improvements were made to the conduct of the interview and flow of questions. Visual aids were produced for two questions to better explain their content and the method for audio-recording was fine-tuned. To allow greater flexibility and movement between questions, the set question list was plotted on an A3-sized mind-map to allow the conversation to flow organically without restriction.

3.3.3 Interview method

The concentration of state sector agencies in Wellington enabled all 17 interviews to be conducted face-to-face at a location and time that was convenient to the interviewees, usually at their own offices. This allowed the interviewees to be more at ease and encouraged more candid conversations. As all interviewees were native English speakers there were no issues with comprehension or communication.

Each interview commenced with standard "ice-breaker" questions to build rapport with interviewees and gain their trust. In keeping with the flexible and semi-structured nature of the interviews, interviewees were encouraged to go into as much detail as they wanted, citing examples and pursuing tangents where relevant. Although interviewees offered individual perspectives, new material was noticeably rarer by the fourteenth interview, indicating that a saturation point was being reached, validating the sample size.

All interviews were audio recorded to maintain the accuracy of interviewees' responses and for later transcription. Interviewees were notified when the recording started and stopped and each gave their express permission for interviews to be recorded. Interviews were conducted in accordance with the University Research Ethics Committee procedures. An information sheet describing the research and assuring interviewees of the confidentiality of their responses was provided to each interviewee before the interview (see Appendix 6) and interviewees were advised that they could withdraw from the study at any time. Each interviewee then indicated their formal consent to be interviewed by signing the Interview Consent Form located in Appendix 7. Original copies of each consent form were submitted to Henley Business School as per ethics requirements.

3.4 Collection and analysis of data

3.4.1 Data collection and transcription

Seventeen interviews were conducted over a three week period between 24 November and 18 December 2014. Each interview was between 40 and 70 minutes long, recorded and transcribed by a professional service (Capital Transcription Services; located in Wellington, New Zealand). The transcriber was provided with detailed instructions to assist in the faithful transcription of the interviews, including a glossary of commonly used terminology, abbreviations and agency naming conventions. The transcriber signed a confidentiality agreement and undertook not to disclose the contents of the recorded information and to destroy all transcripts and recordings at the conclusion of the assignment (see Appendix 8).

3.4.2 Data reduction and coding

Over 130,000 words of unstructured text were collected. To make sense of this, a process of reduction and analysis was used following the four iterative elements within Miles & Huberman's Qualitative Data Analysis model (1994: 12) displayed in Figure 11 below:

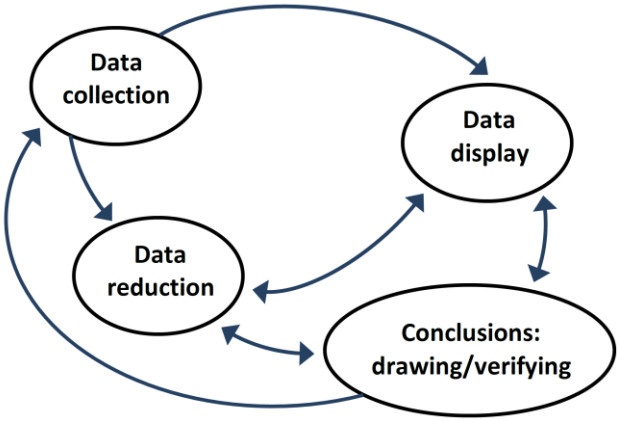

Figure 11: Components of Data Analysis: Interactive Model (Miles & Huberman, 1994: 12).

Each transcript was read through in order to identify the underlying themes and relevant passages of interview text. Transcripts were then uploaded as Microsoft Word files into the NVivo qualitative analysis software tool for data reduction, coding and display phases. Each research theme and question was assigned as primary "nodes" within NVivo, and individual sub-nodes were then added to capture and display specific passages of text. The populating of sub-nodes was a constantly iterative process that involved occasional recoding in order to arrive at a viable set of codes and categories. The resulting output was 1,653 passages segmented into 78 individual codes, 15 categories and four over-arching themes, as set out below in Figure 12:

Initial read through of text data within transcripts	Identify specific segments of information	Label the segments of information to create categories	Reduce overlap and redundancy among the categories	Identify themes for most important categories
130,040 words across 237 pages of interview transcripts	1653 passages of interview text selected	78 codes created using NVivo	15 categories of coded text	4 themes of categorised material

Figure 12: The coding process in inductive analysis (adapted from Thomas, 2003).

Appendix 9 contains a comprehensive list of the themes, categories and codes that were employed to reduce and code the data.

3.4.3 Data analysis and presentation

The coded output was analysed to determine the position of each interviewee on each research question. The results were then collated and charted using Microsoft Excel. Care was taken to ensure that the data from each question was displayed using statistical tables and an accompanying chart. The output of the data analysis is contained in Section 4: Research Findings and Analysis.

3.4.4 Reliability of data

The research data meets relevant standards of transparency and repeatability. The unit of analysis used (Tier 2 or 3 state sector leader) was as specific as possible so that the target sample could be replicated in a near identical manner. As with all cross-sectional research, the time horizon was designed to represent a single point in time rendering it impossible to completely replicate.

A selection of interview transcripts was then compared against the audio recordings and the interviewer's handwritten notes to ensure they accurately represented the interview dialogue. The process of data interpretation and coding was documented so that another researcher with an equivalent data set could repeat the coding process and chain of reasoning that formed the foundation of the data analysis.

The research results and findings were compared against the current thinking to check for abnormal results. Similar results were observed to a directly comparable study of New Zealand state sector agencies by SenateSHJ (2014), further validating the conclusions.

3.5 Describing the interview sample

Seventeen face-to-face interviews were conducted with senior leaders employed at the second and third tiers of state sector agencies. An anonymised list of these interviewees is located below in Figure 13.

IDENTIFIER	JOB TITLE	SECTOR OF AGENCY	TIER	AGENCY SIZE	GENDER
Alpha	Deputy Commissioner	Central Agency	Tier 2	Small	Male
Bravo	General Manager	Natural Resources Crown Entity	Tier 2	Small	Female
Charlie	Deputy Chief Executive	Central Agency	Tier 2	Small	Male
Delta	Chief Financial Officer	Social & Justice Ministry	Tier 3	Large	Male
Echo	Deputy Chief Executive	Social & Justice Ministry	Tier 2	Large	Female
Foxtrot	Deputy Director General	Natural Resources Ministry	Tier 2	Small	Male
Golf	Deputy Director	Health Sector Ministry	Tier 3	Large	Female
Hotel	General Manager	Business & Commerce Ministry	Tier 3	Large	Male
India	Deputy Secretary	Natural Resources Ministry	Tier 2	Small	Male
Juliet	General Manager	Business & Commerce Ministry	Tier 3	Large	Male
Kilo	Programme Manager	Business & Commerce Ministry	Tier 3	Large	Male
Lima	Group Manager	Border Security Department	Tier 2	Small	Male
Mike	Deputy Secretary	Natural Resources Ministry	Tier 2	Small	Male
November	Deputy Chief Executive	Social & Justice Department	Tier 2	Large	Male
Oscar	General Manager	Social & Justice Department	Tier 3	Large	Male
Papa	General Manager	Transport Crown Entity	Tier 2	Small	Male
Quebec	General Manager	Border Security Ministry	Tier 3	Large	Male

Figure 13: Anonymised list of interviewees by identifier.

Fourteen interviewees were male and three were female. This percentage split, as depicted below in Figure 14, is wider than the actual 60% to 40% gender ratio of tier 2 and 3 state sector leaders (SSC, 2015). Current thinking does not specifically conclude gender may affect leaders' ability to collaborate, and this breakdown is provided for demographic context only.

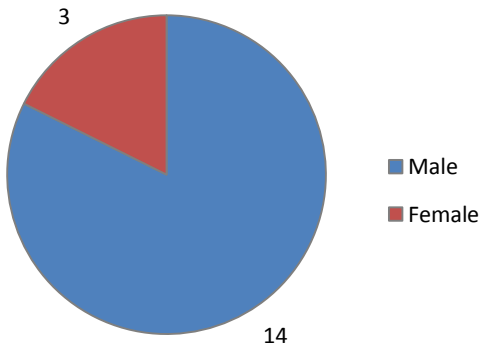

Figure 14: Gender of interviewees.

Figure 15 below shows that ten interviewees were Tier 2 and the remaining seven were Tier 3 leaders. This ratio is considered appropriate given their respective responsibilities as sponsors and operational leaders of collaborative projects.

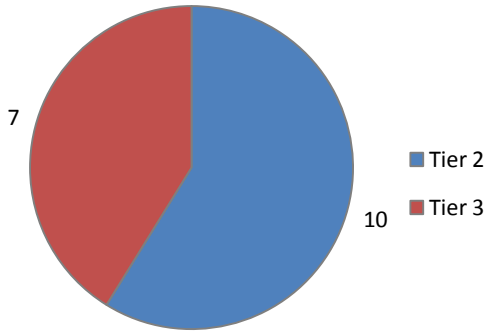

Figure 15: Leadership tier of interviewees.

A spread of agency sector groupings was sought to obtain a representative sample of collaborative performance across the major agency sectors. Twelve agencies were represented in the sample, with each categorised within seven agency sector groupings by function. The Social Justice and Natural Resources sectors were the most represented with four interviewees each. Since these sectors are considered to be early adopters of cross-agency collaboration, a bias towards agencies in these sectors was considered acceptable, particularly since past experience could inform their responses. Comparative analysis between interviewees was employed to watch for inter-sector bias or prejudice within the sample.

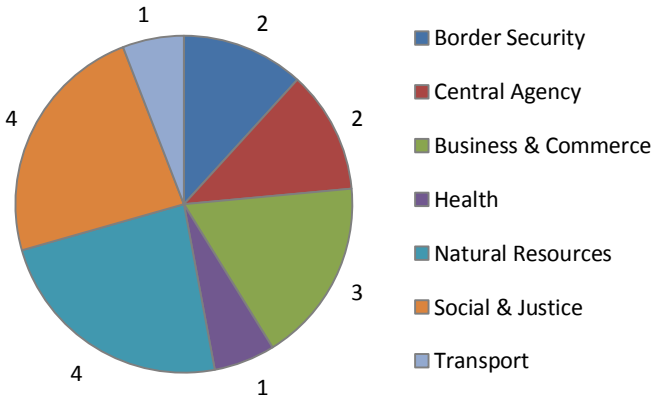

Figure 16: Breakdown of interviewees by sector.

Agency size could impact on the ability to collaborate (SenateSHJ, 2014). Consequently, a representative sample was sought across large and small agencies. Respective size was determined by the number of agency personnel, with a minimum of 1,000 employees denoting

a large agency. Nine interviewees were from large agencies and eight were from small agencies, as close to a 50:50 ratio as was possible.

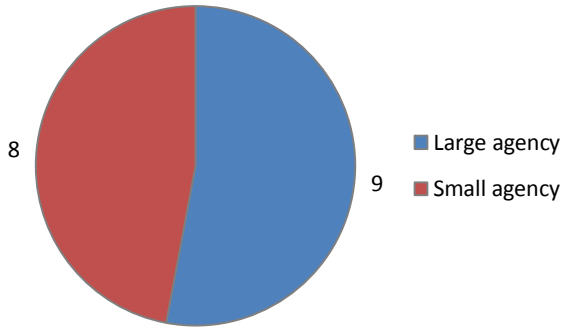

Figure 17: The size of each interviewee's agency
(where large agency = greater than 1000 employees).

3.6 Summary

Section 3 has set out the central research question that this investigation is designed to answer, including the research objectives. The qualitative research methodology is detailed, including the various research dimensions and sampling rationale that predicated the interview design. The theoretical and research rationale behind the design of the interview questions is described in detail, as are the methods used to interview participants and transcribe the interview output. The iterative coding process used to reduce the transcript data for analysis is set out, including the steps taken to ensure the reliability of this data. Finally, the interviewee sample is described at a high-level to introduce the key segments for which the findings will be analysed.

4. RESEARCH FINDINGS AND ANALYSIS

This section presents the results and analysis for the 13 interview questions which formed the basis of the 17 interviews completed by the author. The full list of research questions and the rationale for including them in the research investigation is included in Appendix 5.

The interview output is presented as both response data and direct quotations from interview transcripts. Any trends that emerged from the responses of specific interviewee segments (e.g. seniority, gender and agency size and sector) are identified and analysed for relevance to the research questions.

4.1 The importance of collaboration to the New Zealand state sector context

4.1.1 Importance of collaboration

Interviewees were questioned on the importance of collaboration to achieving results in the state sector, with the results displayed in Figure 18 below.

1.1 How important is collaboration to achieving results in the New Zealand state sector?	X / 17	%
Collaboration is of high or very high importance	12	70.6%
Collaboration is useful but not always the answer	5	29.4%
Collaboration is not important	0	0.0%

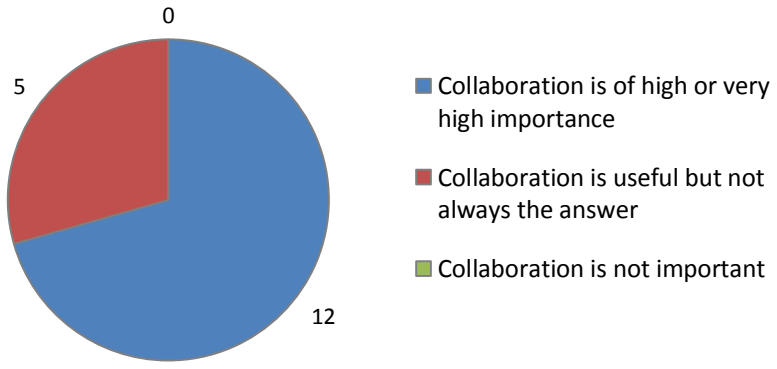

Figure 18: The interviewee's views on the importance of collaboration to achieving results in the state sector.

The increased importance of collaboration advocated by the BPSAG (2011), and the SSC (2013b) was evident in the results, with 12 interviewees variably describing collaboration as "*vital*" (Mike), "*fundamental*" (Lima), "*unavoidable*" (November) and "*the holy grail, the silver bullet for the intractable problems that we have as a nation"* (Oscar).

Clear trends emerged depending on the agency sector that interviewees belonged to. The pivotal role played by Central Agencies in co-ordinating multiple agency policy programmes was reflected in their interviewees being particularly strong advocates of cross-agency collaboration; including Charlie who noted that collaboration formed the *"cornerstone of the BPS framework"* and was *"really important in terms of anything a public servant does … you can't do it without engaging with people in other departments"*. Natural Resources and Business & Commerce interviewees saw collaboration as vitally important, perhaps evidencing a collaborative predilection; however Social & Justice interviewees attached less importance to collaborative working; a surprising result given the opportunities for collaboration between social agencies.

Interviewees, particularly from smaller agencies, highlighted the advantages gained by collaborating, validating the findings of SenateSHJ (2014). Mike saw collaboration as a necessity for solving multi-dimensional problems as *"from an organisational perspective, a small agency trying to do big things, I don't have the resources or capability so I need to go out and leverage off other people"*. Neither the gender nor seniority of interviewees were revealed as determining factors.

Many of the motivations for collaboration expressed by interviewees were consistent with those noted by Bristow et al (2003), Bryson et al (2006) and Williams & Sullivan (2007a).

Nevertheless, five large agency interviewees said that while collaboration was intuitively the right thing to do, it was not necessarily the solution to every problem. Foxtrot, consistent with Huxham & Vangen (2003), suggested that *"we need to get smarter at figuring out when we need to be genuinely collaborating and when we just need someone to just get on and do something"*. Although no interviewees perceived collaboration as unimportant, Echo noted that agencies may *"have everything they need to make significant differences"* and Golf acknowledged the structural and cultural familiarity makes it *"easier to work within your own mandates"*.

4.1.2 Experience of collaboration

This question was designed to probe interviewees on whether their own collaborative experiences had been successful.

1.2 How successful has your experience of collaboration been?	X / 17	%
Successful and positive experience	6	35.3%
Mixed – both positive and negative experiences	10	58.8%
Unsuccessful and negative experience	1	5.9%

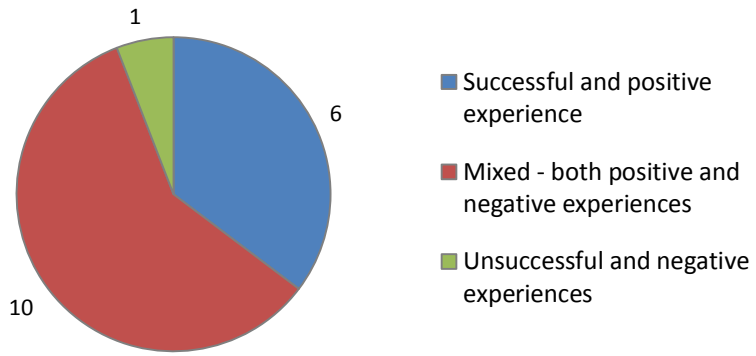

Figure 19: Interviewees' views on the success of their previous experiences of collaboration.

Only six of those interviewed judged their collaborative experiences to be successful, of which the majority were Tier 2 leaders, suggesting a possible link between senior leaders responsible for collaborative initiatives and its perceived success.

Ten interviewees reported mixed success, cited a range of positive and negative collaborative outcomes without any specific demographic trends emerging. Many interviewees cited a general willingness to collaborate being handicapped by the difficulties of agencies actually working together:

> *"I think there is a lot of goodwill to do it but it is quite hard yards. I'd say that we were only five out of ten in terms of success – we've done some things and could do a lot more"* (Quebec).

> *"There's a lot of collaborative activity that's actually happened and that isn't something that happens overnight or easily. Collaboration, as it stands through the machinery of government, has been quite difficult."* (Juliet).

These responses were typical of many of the interviewees, with many noting that an agency's ability to generate positive outcomes and goodwill through successful collaboration can often be undermined by the difficulty of government agencies working together in a coordinated and joined up way, as noted by Williams & Sullivan (2007a). Only one interviewee (Social & Justice sector) reported a negative experience, citing a collaboration undermined by siloed behaviours.

The role of collaboration in breaking down institutional boundaries and silos was acknowledged by a number of interviewees including India, who was *"heartily disenchanted with a notion that continues to see silos reinforced – it's nutty"*. The anti-collaborative attitudes of insular and self-interested agencies were consistent with the institutional fragmentation and siloed accountability issues observed by McDonald (2007), Boston (2012) and Morrison (2014).

4.1.3 Special project or a normal agency behaviour

This question tested SenateSHJ's finding that cross-agency collaboration was reserved more for specially constituted projects rather than a normal business as usual (BAU) working practice (2014).

1.3 Is collaboration a special project or a BAU behaviour in your agency?	X / 17	%
Collaboration is reserved predominantly for special projects	12	70.6%
Collaboration is a BAU behaviour	5	29.4%

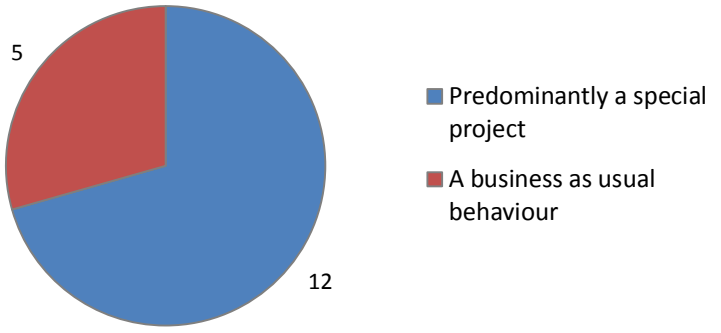

Figure 20: Interviewees' views on whether collaboration is a special project or normal agency behaviour.

The above proposition was largely confirmed, with 12 interviewees perceiving collaboration as occurring predominantly in special projects.

Every interviewee noted that agencies pull together and collaborate where special circumstances require joined up action. Echo's agency was typical in viewing collaboration as a special project: *"it's hard to think of BAU as being something that goes outside the bounds of our own managerial accountability and institutional arrangements"*. Delta, an agency CFO, noted that *"collaboration was a special project as it often required special pilot funding"*, with other explanations offered including that collaboration *"added to my existing workload"* (Papa) and was *"not currently an ingrained or default way of working"* (Lima).

When pressed on how collaboration could be practiced as standard BAU behaviour in agencies, the Central Agency interviewees made the following suggestions:

> *"We will know we've enabled it when their mental space changes, when collaboration is not something that's unique and out on the edge, but an accepted way of doing business"* (Alpha).

"When people start seeing the benefits and fruits of collaboration, that's when you start seeing it permeating organisations more deeply" (Charlie).

Five interviewees, each of which were Tier 2 leaders, indicated that their agencies incorporated collaboration as part of their BAU operating model: *"in our agency it's not a special project – it's a way of operating"* (Bravo); *"it's something that we expect to pervade everything we do"* (Charlie); *"we've hardwired it into our business plan as one of the eight things that has to happen"* (Hotel). This result may reveal a difference in attitudes towards collaboration between Tier 2 and 3 leaders, with the former mandating collaborative practices and the latter seeing collaboration as a departure from their normal managerial responsibilities.

Interviewees from smaller agencies, particularly in the Border and Natural Resources sectors, were also more likely to see collaboration as BAU, presumably as they increasingly rely on other agencies to help achieve their objectives (a trend further demonstrated in Question 1.4 below).

4.1.4 Impact of the size of an agency

The below question tested another of SenateSHJ findings that agency size was a defining factor in whether agencies were willing to work together collaboratively (2014).

1.4 Does the size of an agency contribute to their willingness to collaborate?	X / 17	%
Yes the size of an agency does matter • Large agencies more willing 5/13, 38.5% • Small agencies more willing 8/13, 61.5%	13	76.5%
No the size of an agency is irrelevant	4	23.5%

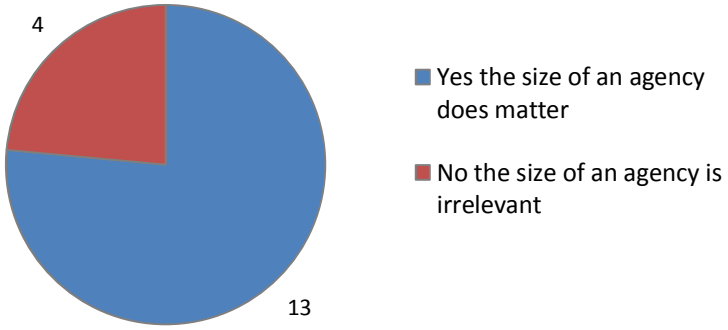

Figure 21: Interviewees' views on whether the size of an agency affects their willingness to collaborate.

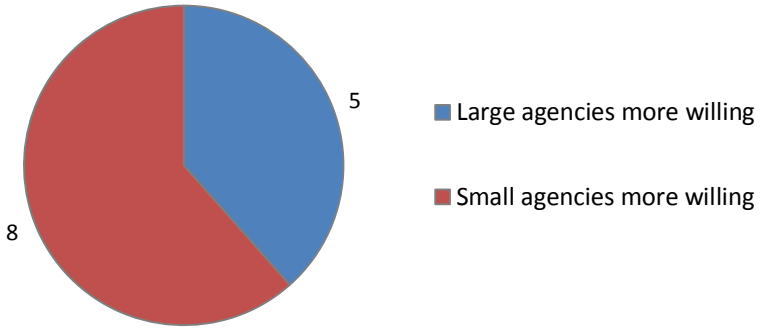

Figure 22: Interviewees' views on whether larger or smaller agencies are more willing to collaborate.

Thirteen interviewees opined that agency size did matter. Consistent with the SenateSHJ study (2014) the majority of the 13 thought that smaller agencies were generally more willing to collaborate. However, this perspective was clearly influenced by the size of Interviewee's own agencies.

Those in smaller agencies saw cross-agency collaboration as critical, particularly where their agencies needed to leverage the influence, resource and capability of multiple organisations: *"the smaller you are, the more you realise you have to rely on a lot of agencies"* (Quebec). Despite their perceived reliance, Juliet suggested that smaller agencies were better at collaborating as *"they're a bit more nimble and can change the way they're doing things a lot more easily"*.

Conversely, all five interviewees who maintained that larger agencies were more willing to collaborate were themselves from large agencies. Oscar perceived that bigger agencies were more capable and willing to collaborate due to the scale of their available resource base and operational capacity. Mike reported that their scale enabled them to *"go it alone if they want to"* and be less reluctant to work with other agencies. Echo noted that internal silos could actually make outward facing collaboration *"quite challenging"*.

4.2 The factors that affect successful collaboration in the New Zealand state sector

4.2.1 What are the common elements that define collaboration?

This question sought to obtain interviewees' personal perspectives on the factors affecting collaboration. Provided with the definition of collaboration proposed by Mattessich et al (2001), interviewees were asked to critique the definition and its five elements of collaborative relationships.

2.1 The common elements that define successful collaboration	MAX = 17
A mutually beneficial relationship between two or more organisations	17
A commitment to mutual relationships and goals	17
A jointly developed structure and shared responsibility	11
Mutual authority and accountability for success	12
Sharing of resources and rewards	6

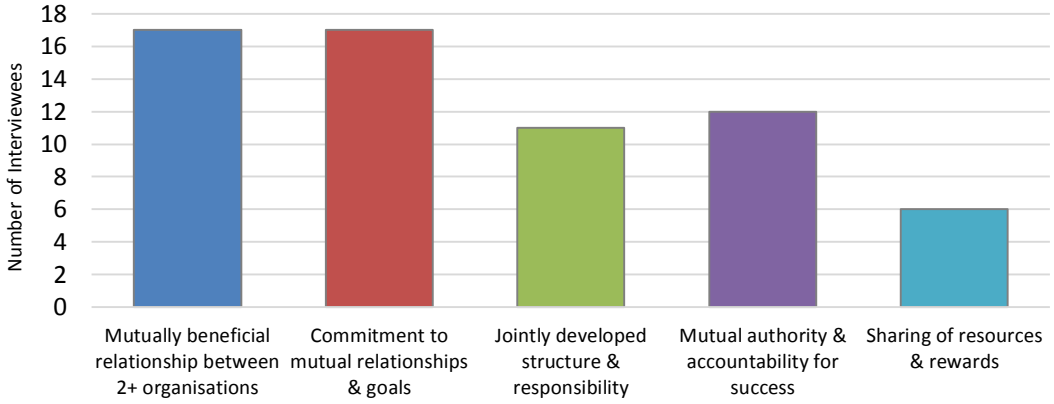

Figure 23: Support of interviewees for each element of the definition of collaboration proposed by Mattessich et al (2001: 22).

All interviewees agreed with the five pronged definition. Hotel confirmed *"this definition aligns pretty closely with how we think about collaboration in my agency"*. Bravo acknowledged that *"all of these things are actually different lenses of the same basic requirement – the knitting together of two organisations to get something back which is bigger than the two bits"*, which is consistent with similar definitions proposed by Bryson et al (2006) and O'Leary (2014).

Interviewees also suggested ways in which it could be expanded upon and improved. Echo held that the definition *"presupposes an enduring endeavour"*, whereas collaboration may have a *"shorter lifespan and be perfectly formed for a particular moment and purpose then disappear"*.

All interviewees endorsed the commitment to mutual relationships and goals. Delta and November described this requirement as *"absolutely essential"*, while Quebec reflected that *"a shared goal and an understanding of what the Government wants"* united collaborating agencies. Twelve interviewees identified with collaborative partners being mutually accountable for success, although Lima was sceptical of the concept of shared accountability: *"if more than one person is accountable, nobody is and I've had plenty of experience with that"*.

Most of the 11 interviewees that supported jointly developed structures and shared responsibility were from larger agencies, indicating a preference by larger agencies for clearly defined working responsibilities between collaborative participants.

Only six interviewees agreed that sharing of resources and rewards was essential to collaboration, almost all of which were from smaller agencies, demonstrating their reliance on accessing wider resource bases. Conversely, both Golf and Mike acknowledged that collaboration may occur without sharing risks and rewards with Delta stating that *"no one ever wants to share resources"*. Bravo criticised this element for neglecting the sharing of risk, as *"collaboration is inherently risky … and is actually much harder than you might imagine"*.

4.2.2 What are the key enablers of successful collaboration?

Interviewees were asked what the key enabling factors that influenced the success of collaboration were across their agencies. Responses were then compared with the six key enablers that emerged from the literature review in Section 2.4.1. An additional two enablers emerged from the interviews.

2.2 What are the key enablers that facilitate successful collaboration?	MAX = 17
Shared mission and goals	10
Clear incentives to participate	13
Governance structures and process	6
Relationships of trust and respect	9
Sufficient resources, funds and time	5
Effective leadership	14
Motivation to achieve outcomes	7
Proven capability to collaborate	7

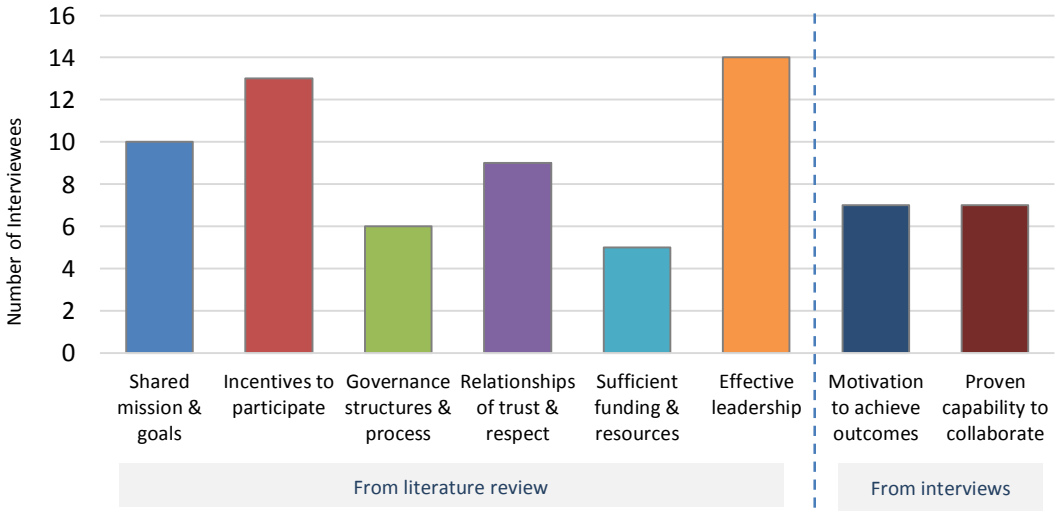

Figure 24: The number of interviewees who recognised each of the key enablers that may facilitate successful collaboration.

The two most commonly referenced enablers were effective leadership, consistent with O'Brien (2012) and O'Leary (2014); and the availability of incentives to participate, as suggested by Bryson et al (2006) and Kippin (2013). Many interviewees endorsed the importance of leadership, with Foxtrot stating that successful outcomes *"require leaders to want to tackle something in a genuinely collaborative way"* and Charlie noting the critical role of senior leaders in *"giving their staff permission to actually work differently, act differently and think differently"*. The role of leaders in incentivising people to work together was also widely supported:

> *"They need to understand what's in it for them, there has to be some kind of incentive for them to collaborate and do the right thing. The way I always couch it is carrot and stick, but instead of hitting them with a stick you hit them with a carrot"* (Juliet).

The existence of a shared mission and goals, proposed by Ansell & Gash (2007), received support from 10 interviewees including Foxtrot: *"if you're committed to a shared goal then you make the systems work, but if you're not then you're going to struggle"*. Relationships of trust and respect (Atkinson et al, 2007; Fountain, 2013) were also highly valued by nine interviewees: *"We gain so much and stop a lot of unnecessary noise with good relationships because they help you get things done and done quickly"* (Quebec).

Only five interviewees saw the availability of sufficient funding and resources as critical. Typically this was influenced by their agency's resource base, with smaller agencies seeing it as a legitimate factor while some in larger agencies disagreed, labelling under-funding as an excuse for failed collaboration. Seven interviewees saw a motivation to achieve outcomes as important: *"the whole point of collaboration is you're looking to make something bigger than yourself"* (Hotel). Furthermore, seven interviewees cited a proven capability of participants to collaborate as a key determinant of success: *"you need capability that's reasonably aligned and people who make a really great contribution"* (India).

Interestingly this was the first question where gender differences were observed. Female interviewees tended to give more expansive answers and name 5-7 enablers, concentrating on interpersonal enablers such as relationships, shared goals and motivation to achieve outcomes. Male interviewees focused a core of 2-3 enablers that were more able to be directly influenced, such as incentives, sufficient funding & resources and capability to collaborate.

4.2.3 What are the key barriers to successful collaboration?

This question required interviewees to nominate the key barriers to collaboration between agencies. Responses were compared to the four inhibiting barriers that emerged from the

literature review in Section 2.4.2. Interviewees also suggested an additional three key barriers to collaboration.

2.3 What are the key barriers that inhibit successful collaboration?	MAX = 17
Siloed and self-interested behaviour	12
Power imbalances	5
Lack of collaborative capability	7
Cultural differences	3
Lack of funding and resources	8
Conflicting agency priorities	8
Unwillingness to share information	3

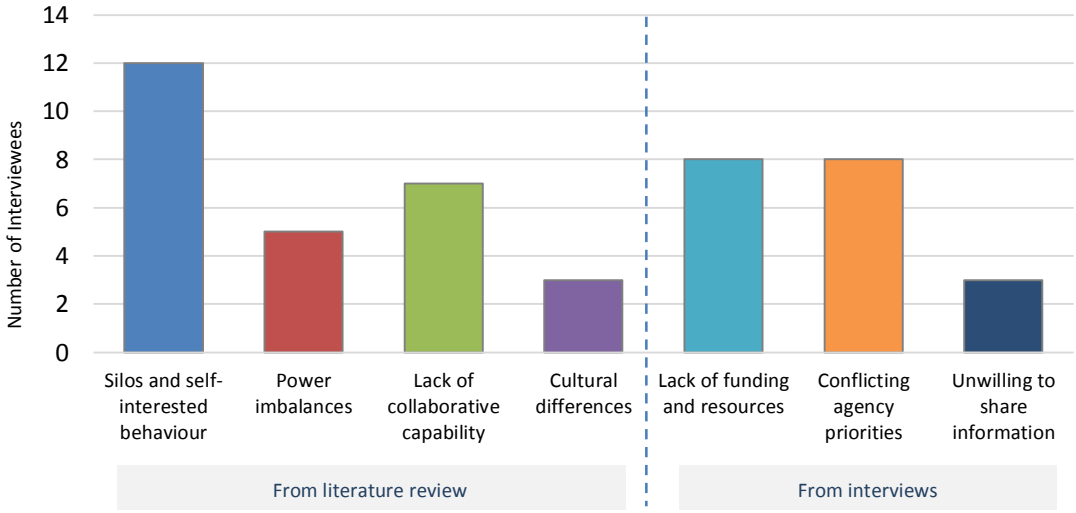

Figure 25: The number of interviewees who recognised each of the key barriers that may inhibit successful collaboration.

The main barrier to collaboration, identified by 12 interviewees, was the practice of vertical siloed accountabilities as criticised by McDonald (2007) and the SSC (2013a). Charlie spoke for many in stating that siloed behaviours were *"probably the strongest barrier … the focus on just addressing the individual results of the agency and not a focus on collective impact"*.

Seven interviewees validated the views of Bardach (2008) and O'Leary (2014) that a lack of collaborative capability was handicapping cross-agency efforts. Bravo observed that *"some individuals are less suited to collaboration than others"*, a view echoed by Papa:

> *"[N]ot everyone is capable or willing to collaborate … personally and professionally it is a whole new world for them and they are not ready for it. They don't understand it"* (Papa).

Interviewees also suggested three barriers that were not specifically identified in the literature review. Eight interviewees cited a lack of funding and resources as inhibiting collaboration, despite only five previously viewing it as an enabler. This suggests that while sufficient funding and resources are not themselves a major enabler, their absence can be a major hindrance

Conflicting agency priorities were perceived to be a barrier by eight interviewees, which can be linked to siloed behaviours. Alpha noted that Chief Executives were *"scared"* to shift resource to joint initiatives if it meant they were *"deemed to be failing"* in their agency's core output areas, while Golf highlighted the tension caused by a *"disconnect between the minister's priorities verses their agencies"*. Power imbalances were cited by five interviewees, including all three female interviewees, suggesting a barrier more keenly felt by females than males. Cultural differences between agencies (three interviewees) and unwillingness to share information (three interviewees) were not widely seen as significant barriers to collaboration.

4.3 The importance of leadership to collaboration in the New Zealand state sector

4.3.1 Importance of leadership

This question was designed to validate the central proposition of this report that leadership is of critical importance in facilitating cross-agency collaboration. Interviewees were asked for their views on the importance of leadership based on their own successful or unsuccessful experiences of cross-agency collaboration.

3.1 How important is leadership to facilitating cross-agency collaboration?	X / 17	%
Fundamental or essential for successful collaboration	14	82.4%
Important but no more than other factors	3	17.6%
Neither important nor necessary	0	0.0%

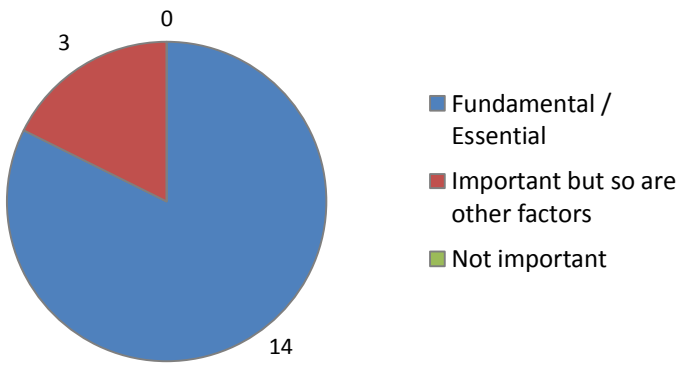

Figure 26: Interviewees' views on the importance of leadership in facilitating collaboration.

All interviewees considered leadership to be important in facilitating collaboration. Fourteen believed leadership to be fundamental or essential to the success of collaborative initiatives, most notably Charlie who maintained, *"if you don't have leadership you don't get it. It's got to come from the top"*. Other interviewees described the importance of leadership as *"critical"* (Hotel), *"vital"* (India and Kilo), and *"huge – I think it is the most important factor"* (Juliet). The depth of conviction that leadership was essential was illustrated by Lima and Quebec:

> *"It's fundamental for two reasons that I can think of … creating that vision for what the end to end system looks like; and creating the conditions, the dialogue, the permissions for people to work together"* (Lima).

> *"It's the most important thing by a long way, because without [leadership] why would you do it? What would be the incentive to [collaborate] if your leader says 'I don't care if you do it or not'. Why would you unless you had good leadership to say this is the only way we can get the big outcomes? So for me leadership is everything"* (Quebec).

This research output specifically validates the conclusions of Huxham & Vangen (2000), Crosby & Bryson (2005), Ansell & Gash (2007, Fountain (2013) and O'Leary (2014) that leadership is a critical component of the collaborative process.

Interestingly, the only interviewees who noted that while leadership was indeed important, it was one of a number of important factors were female, including Golf who maintained that while leadership *"can be very powerful, it is not sufficient on its own"*. Similarly, both Bravo and Echo cited cross-agency projects that had been successful despite perceived leadership shortcomings.

At the risk of engaging in gender stereotypes, this final point is worthy of further research beyond the scope of this report. One explanation could be that male leaders are more direct and ready to accept leadership as the most absolute and important factor, whereas women have a wider perspective and are willing to consider other contributing factors.

4.3.2 Role of senior leaders in encouraging collaboration

With the importance of leadership to successful collaboration having been confirmed by Question 3.1, this particular question probed the extent to which interviewees believed that it was the role of senior leaders to encourage collaborative initiatives between state sector agencies.

3.2 To what extent should senior leaders encourage collaboration?	X / 17	%
To a great extent	8	47.1%
Mixed – it depends upon this individual	3	17.6%
Only where it suits them	6	35.3%
Not at all	0	0.0%

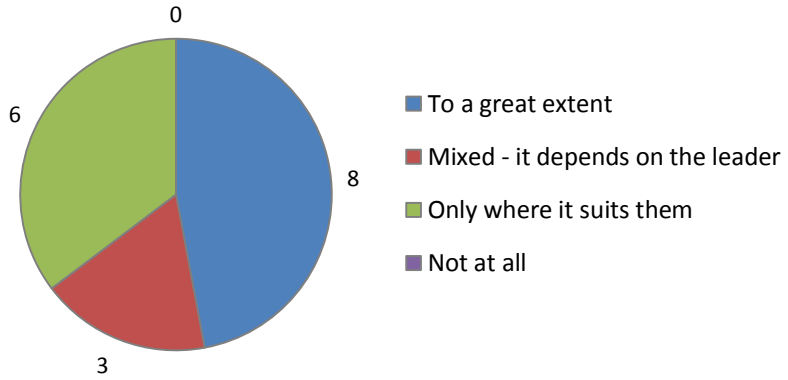

Figure 27: Interviewees' views on the extent to which senior leaders should encourage collaboration.

The spread of responses demonstrated that responsibility for collaboration is not consistently attributed to senior leaders across the New Zealand state sector. Eight interviewees, each of whom had considered leadership to be fundamental in the preceding question, were equally unequivocal that senior leaders should be seen to be encouraging collaboration. According to Charlie, *"it's the job of the chief executive and second and third tiers. They should have the vision and strategy … to drive it through their organisations and they should role model it"*.

Divergent views were observed between Tier 2 and 3 leaders. As Tier 2 leaders have greater accountabilities they were generally more circumspect, whereas Tier 3 leaders were willing to collaborate provided they were given an approved mandate to do so. Juliet's view was typical, noticing that it was the responsibility of Tier 1 and 2 leaders *"to make sure that the message gets down to Tier 3 and 4 that they are required to work alongside other agencies"*. Quebec was adamant that senior leaders *"shouldn't be in those tiers of the organisation if they're not willing to collaborate"*.

Six interviewees stated that senior leaders would only collaborate where it suited them to do so. Delta observed that some senior leaders needed to be pushed as they *"don't want to play, they want to do it themselves"*. According to Golf this comes down to individual circumstances as *"some are good at NZ Inc. and some aren't, or some of them are early in their [tenure] or in an acting role where they have a very narrow mandate"*. Hotel referenced the conflicting

pressures associated with the ministerial authorising environment as *"with the best will in the world, it's very difficult to collaborate at odds with the objective of your minister"*.

These findings reflect the conclusions of SenateSHJ's research as well as the importance of developing a new collaborative mind-set and approach among senior leaders as articulated by the SSC (2013) and the BPSAG (2011).

4.3.3 Developing better collaborative leadership capability

This question required interviewees to reflect upon whether they had observed a recent trend towards developing collaborative capability amongst senior leaders, especially given SSC's clear direction to state sector agencies to encourage better collaborative working practices.

3.3 Is there a trend towards developing collaborative leadership capability?	X / 17	%
Yes – it is recognised as an important skill for leading agencies	7	41.2%
Maybe – but there is some way to go to develop better collaborative leaders	10	58.8%
No – more collaborative leadership capability is not required	0	0.0%

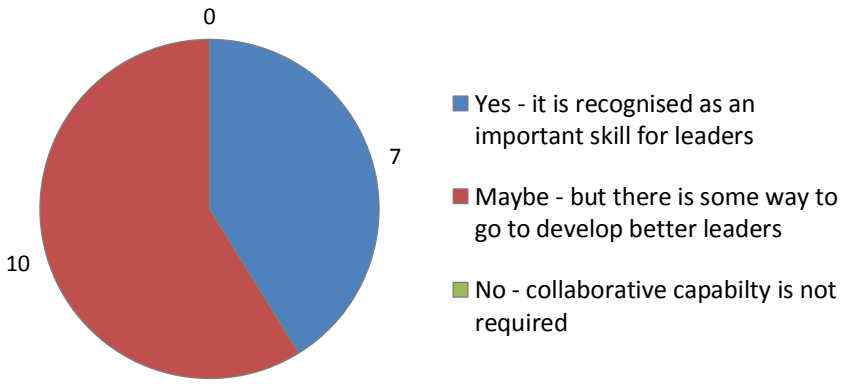

Figure 28: Interviewees' views on whether there is a trend towards developing collaborative leadership capability.

The results indicated a divergence of attitudes regarding whether agencies recognise a need to develop collaborative leadership capability, with interviewees' views strongly aligned with others from their own sectors.

The Central Agency and Business & Commerce interviewees were unanimous in recognising the importance of developing collaborative capabilities. Charlie praised the efforts of Career Boards in identifying leaders with *"the ability to work with others outside [their] organisation and collaborate to achieve a particular goal"*. Juliet went further to state that *"people won't get to*

tier 1 or 2 in organisations unless they've got a track record of playing the collaborative game and being effective in that space", a development perspective shared by Quebec:

> *"I think there is a movement on and I just can't see how you can get ahead if you're not collaborative … you'll never have the visibility of brand, which I think is so important about leadership. If you're known as a person who doesn't collaborate I'm not sure how you're going to get on"* (Quebec).

In contrast, the 10 interviewees who admitted there was a way to go before collaborative capability was appropriately prioritised by agencies were from the Social & Justice, Natural Resources, Transport, Health and Border Security sectors. Delta observed that although some agencies were *"moving in that direction and the signs are good, we are quite a way off"*. Both India and Foxtrot reflected on instances where collaborative ability was not prioritised by agencies appointing senior leaders, while Mike questioned why the leadership development system was not specifically addressing collaborative leadership development needs. None of the interviewees dismissed the notion that collaborative leadership capability was required.

These differing responses between agency sectors are consistent with their respective views on the importance of collaboration in Question 1, indicating that some sectors "get" collaboration more readily than others as well as neatly articulating the collaborative leadership development challenges expressed by both the BPSAG (2011) and the SSC (2013).

4.4 Describing a collaborative leader in the New Zealand state sector context

Questions 4.1 – 4.3 sought reflections on the particular styles of leadership, personal attributes or behavioural competencies that interviewees had observed in senior leaders who, they perceived, were particularly suited to collaboration.

4.4.1 Leadership style

In this question, interviewees were provided with a diagram containing Miller & Miller's five common leadership styles (2007) then asked which styles they thought best suited collaborative leaders and whether a new collaborative leadership style was emerging.

4.1 Which leadership style is best suited to collaboration?	MAX = 17
Transactional leadership	7
Traditional leadership	4
Charismatic leadership	13
Transformational leadership	14
Servant leadership	9
A new emerging collaborative style?	3

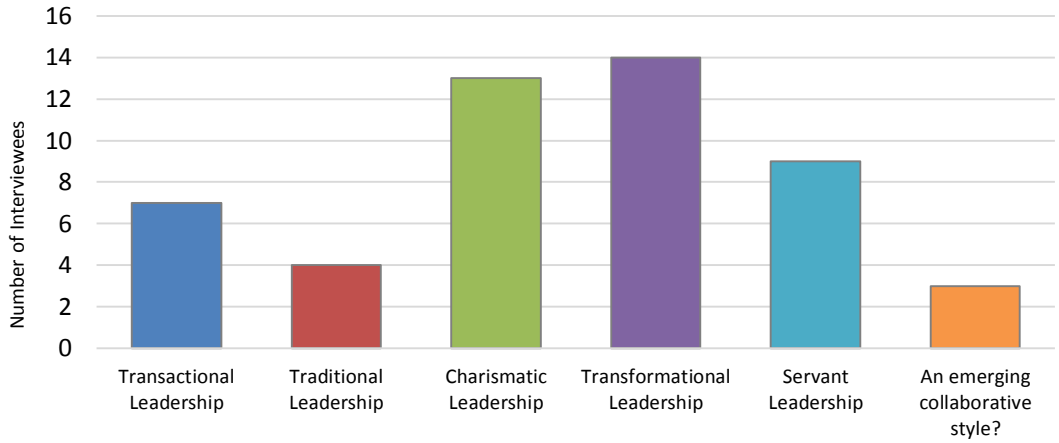

Figure 29: Interviewees' views on the leadership style best suited to collaboration.

All interviewees were familiar with organisational leadership theory and could identify and explain the five nominated leadership styles.

Strong synergies with transformational leadership were observed by 14 interviewees who stressed the importance of collaboration as a transforming agent: *"if you're going to transform … that would require collaboration across different groups or entities to achieve the transformation you want"* (Delta). Interviewees observed that convincing agencies to collaborate represented a behavioural step change, therefore *"you need strong transformational leadership abilities because you're asking people to sign up for something other than the status quo*" (Hotel).

The role of charismatic leaders in inspiring their followers and collaborative partners was seen as critical by 13 interviewees. Kilo favoured the charismatic style over transformational as *"if you can't inspire a team into change you've got no hope of getting them from A to B"*. Lima, Hotel and Foxtrot also saw the importance of selling a vision as key to collaborative success by *"painting such a compelling picture of this new model of working that it is almost hard to argue against it"* (Lima). However, consistent with Huxham & Vangen (2003) and Ansell & Gash (2012),

three interviewees were wary of the charismatic *"hero"* leadership model, arguing that something more substantial was needed than a *"salesman"* (India).

The relationship-based servant leadership model was also well supported, particularly the notion of collaborative leaders being servants of those they collaborate with: *"being a good follower … there's something there about servant leadership – what I call relationship leadership"* (Hotel).

Interestingly, the question of an emerging collaborative style of leadership was supported by only three interviewees, which is inconsistent with the emerging collaborative leadership trends favoured by Luke (1998). Oscar was the most forthright in his rejection of an emerging collaborative style:

> *"I don't think it's an inherently new skill to lead collaboratively, I think it is using different skills that you've got to manage and provide some leadership. It's less about the style of leadership than the need for collaboration"* (Oscar).

The two leadership styles that attracted the least support were traditional and transactional. The four interviewees who supported the traditional hierarchy-based style valued the need *"to get things done quickly and drive it"* (Quebec) and *"an ability to bulldoze things"* (November), which are each at odds with Bardach's view that leaders should be *"consensus-building"* (1998). Opponents of the command and control traditional approach included India who described it as *"completely anathema … an absolute no"*, while Foxtrot noted that *"you don't control all of the resources that have been brought to bear when collaborating with another agency"*; each consistent with Crosby & Bryson (2005). The day-to day process of 'getting things done' associated with transactional leadership favoured by 7 interviewees was viewed negatively as a *"means to an end rather than being core"* (Bravo) and *"probably the one that least lends itself to collaboration"* (Golf).

A clear difference was revealed in the leadership style preferences of different genders. Without exception, those who supported the traditional and transactional styles were male, with female interviewees strongly favouring the servant, transformational and charismatic styles. Given the facilitative and relationship-building nature of collaborative leadership described in the current thinking, this may indicate that women are suited to collaborative leadership roles.

4.4.2 Personal attributes

This question sought to elicit the personal attributes that interviewees considered to be commonly displayed by leaders skilled at collaborating. The responses were coded against the

six personal attributes identified in the literature review in Section 2.7.1, and an additional attribute was identified in interviews.

4.2 What personal attributes do collaborative leaders commonly share?	MAX = 17
A collaborative mindset or vision for what collaboration can accomplish	9
Passion towards outcomes and making a difference	8
Able to embrace systems thinking	11
Open to risk-taking and trying new things	2
Empathy towards others	14
Humility & self-awareness	17
Excellent communicator and listener	11

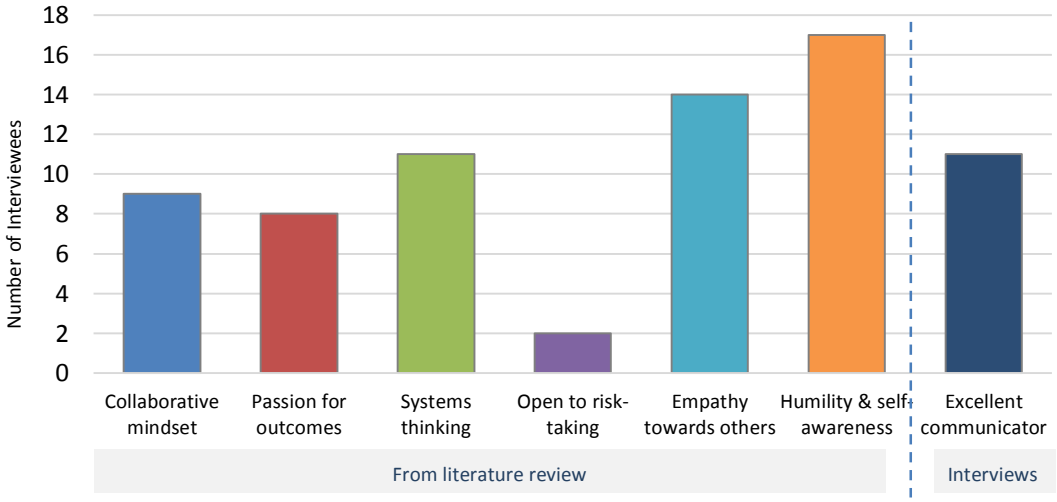

Figure 30: Interviewees' views on the personal attributes commonly shared by collaborative leaders.

All interviewees confirmed that collaborative leaders require humility and self-awareness, including *"leaders who know what they don't know"* (Alpha) and can *"step outside [their] own ego"* (Hotel). The ability to display humility in collective working such that it *"doesn't need to be their department that delivers the win"* (Charlie) and to *"value team success hugely above individual success"* (Delta) is consistent with Linden (2002). Closely related, and supported by 14 interviewees, was the need for empathy towards others, particularly collaborative partners. This requirement for *"perspective-taking"* (Luke, 1998) was summarised succinctly by Papa:

> *"You need to try and understand the other person's position – the empathy to walk a mile in their shoes. So you have to understand what is [and isn't] in it for them. Why aren't they pulling their chairs into the table?"* (Papa).

The importance of emotional intelligence (EQ) and relational capability proposed by Miller & Miller (2007) was also endorsed by interviewees, including *"EQ is even more important than IQ"* (Alpha) and *"within the team you need to have enough emotional intelligence to understand some of the difficulties or power plays that are going on and to find ways around them"* (Golf).

Eleven interviewees advocated that collaborative leaders should be excellent communicators, including *"knowing how to listen"* (Alpha). This attribute includes having *"very clear communication skills to communicate the vision and purpose and paint the future picture"* (November); and *"having those conversations about what are we trying to achieve together, what are our interests [and] systems that we need to get in place?"* (Hotel). Although not specifically identified by the literature review, the requirement for excellent communication skills is unsurprising, being inherent in core relationship-building competencies as well the transformational, charismatic and servant leadership styles. The ability to embrace systems thinking and think across agency boundaries was mentioned by 11 interviewees, many of whom were familiar with SSC's drive to implement *"system-wide stewardship"* in the state sector (2013c). Requirements for leaders to possess a collaborative mindset were also well supported (nine interviewees) whilst eight interviewees highlighted the passion of leaders *"who truly believe that what matters is the things that make the biggest difference for New Zealand"* (Alpha).

Certain trends emerged from interviewees' answers. Tier 2 leaders were more likely to nominate systems thinking, perhaps indicative of a higher strategic focus. On the other hand, Tier 3 leaders showed the more operational nature of their roles, preaching the benefits of collaborative mindsets and excellent communication between collaborators. Although males covered most of the attributes, female interviewees tended to prioritise the softer interpersonal attributes of empathy, humility & self-awareness and communication.

4.4.3 Behavioural competencies

This question paralleled Question 4.2, but instead invited interviewees to name the behavioural competencies that successful collaborative leaders commonly display. The responses were coded against the six behavioural competencies suggested by the literature review in Section 2.7.2, plus an additional competency that arose from the interviews.

4.3 What behavioural competencies do collaborative leaders commonly observe?	MAX = 17
Facilitates and forms trusting relationships	16
Can manages various interests	7
Stakeholder identification and assessment	4
Establishes legitimacy of collaboration	10
Convenor of working groups	4
Can influence the commitment of participants	14
Able to manage through ambiguity	2

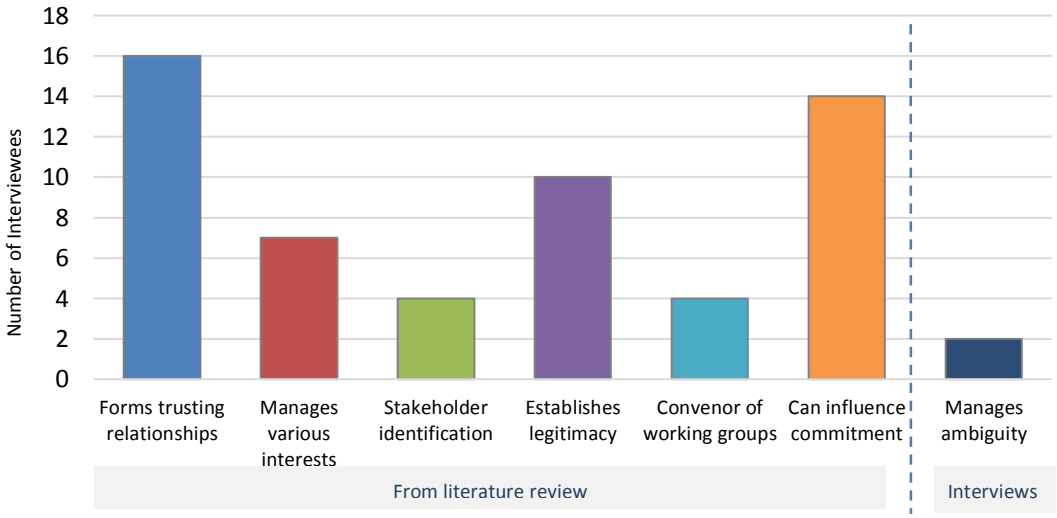

Figure 31: Interviewees' views on the behavioural competencies commonly shared by collaborative leaders.

Sixteen interviewees proposed facilitating and forming trusting relationships as the most important behavioural competency, a conclusion supported by Crosby & Bryson (2010) and Fountain (2013). This importance was best articulated by Bravo: *"all successful collaboration is based on purposeful relationships because in the end you do have to connect with people … those individual connections are a significant factor in their success"*. Charlie added that forming *"open, trusting relationships"* between Chief Executives was the key to their agencies collaborating effectively.

Fourteen interviewees saw influencing the commitment of collaborative participants as a key behavioural competency. Both Foxtrot and Hotel likened this competency to the charismatic style of a sales person: *"it's all about the sales pitch – can you put across why they want to be part of the collaborative activity"* (Hotel). Alpha preferred to see influencers as transforming actors adept at *"selling the case for change"* to power brokers, consistent with Morse (2007). In much the same way, 10 interviewees, most of whom were at large agencies, felt it important

for collaborative leaders to establish the legitimacy of collaborative action in order *"to create the soil into which collaborative action will thrive"* (Hotel).

Ansell & Gash's facilitative view of collaborative leadership, particularly the Steward and Mediator roles (2012) and Huxham & Vangen's spirit of collaboration (2003) are each apparent in the managing various interests, identifying stakeholders and convening working group competencies. Two interviewees spoke at length of the need for leaders to *"manage ambiguity"* as a behavioural competency, with Mike noting that collaboration is seldom a *"nice neat process"* and that people needed to be guided through collaborative activity. Although not specifically mentioned in the literature, the support of two interviewees for a managing ambiguity competency is consistent with Ansell & Gash's Steward facilitative role.

No clear trends emerged from the way the certain interviewee segments answered this question, which may indicate that behavioural competencies give rise to subjective opinions that vary depending on the interviewee.

4.5 Summary

This section has presented and analysed the views of 17 interviewees' across the 13 interview questions that formed the research investigation. The importance of collaboration to the state sector was confirmed, and the challenges associated with cross-agency working discussed. These challenges were further expanded upon to determine the key enablers and barriers to collaboration. The critical importance of leadership and developing leaders with collaborative capabilities was discussed and confirmed. Finally interviewees gave their views on the optimum leadership style, personal attributes and behavioural competencies for collaborative leaders in the New Zealand state sector context.

However, while these headline findings adequately answered the research questions, further qualitative analysis of trends in the responses of specific interviewee segments proved especially valuable. For instance, interviewees from smaller agencies, including certain sectors, were more likely to support collaboration than others. Furthermore, a gender distinction was sometimes apparent, particularly female interviewees who were more supportive of the facilitative relationship-based competencies that the literature indicates are most suitable for collaborative leaders. However this distinction should be qualified given that there were only three females and the results may be different with a larger sample size.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The current thinking established collaboration as a familiar concept for government agencies, acknowledging its benefits for joint projects or initiatives. However, the research indicates that, despite increasing government focus on collective working, many New Zealand state sector agencies find collaboration difficult to implement successfully, including reserving collaborative efforts for special projects rather than as part of their organisational BAU working practices.

Both the current thinking and the research data confirmed the importance of leadership to successful collaboration. The current thinking suggests that collaborative leaders may play multiple roles in making collaboration a success. In the research investigation, interviewees concurred with existing theories around collaboration and collaborative leadership, providing interesting insights into the leadership style, personal attributes and behavioural competencies that are common to collaborative leaders within the New Zealand state sector.

5.2 Overall conclusions

5.2.1 The importance of collaboration in the New Zealand state sector context

The importance of state sector agencies working together to solve "complex issues" collaboratively has been firmly communicated by the New Zealand Government (BPSAG, 2011), particularly with reference to the BPS targets which require multiple agencies to work together to deliver collective outcomes.

The research revealed that while agencies in New Zealand generally acknowledge the importance of collaboration, it is still seen as inherently difficult to accomplish. The fact that there are so many different definitions of collaboration lends itself to confusion. For collaborative initiatives to be successful, all state sector agencies should be encouraged to implement collaborative working practices consistently as part of their organisational DNA. The definition set out by Mattessich et al (2001) was well supported by interviewees and should form the basis for collaborative working in the New Zealand state sector.

Although the current thinking details a range of reasons why agencies should seek to collaborate, some interviewees admitted a reticence to participate, citing confusion over their own day-to-day priorities and the complexity of working with other agencies. Similarly, the collaborative experiences of agency sectors seemed to affect the way their interviewees responded, with certain agency sectors already taking steps to integrate collaboration into their

BAU processes whilst others were more reluctant. Certain agencies appeared to be more focused on working within their core mandates, only participating in cross-agency working where they are specifically instructed to work together and special funding and structures established.

A majority of interviewees maintained that larger agencies were less willing to collaborate than smaller agencies, with disparities in operating scale and resourcing meaning smaller agencies have more to gain than larger self-sufficient agencies. This confirmed the earlier research of SenateSHJ (2014) and contradicts SSC's expectation that larger agencies should lead and influence cross-agency collaboration both in their sectors and across the system.

5.2.2 The factors that affect successful collaboration in the New Zealand state sector

Having discussed the nature of collaboration at length, this section was focused on identifying the key elements, enablers and barriers of successful collaboration for New Zealand state sector agencies. A number of factors were examined and four common themes emerged; the setting of shared goals, incentivising participation, building trusting and equal relationships and collaborative capability. Leadership is identified as the central factor uniting these themes.

State sector agencies need to share a specific mission or goal if they are to work together collaboratively and constructively. In New Zealand, these objectives are often directly prescribed, such as achieving a shared BPS target outcome, or have wider relevance such as furthering "New Zealand Inc.". However, where agencies have dissimilar or conflicting priorities a general reluctance to work together will undermine collaborative efforts.

The provision or lack of appropriate incentives to collaborate is highlighted as a major factor in both current thinking and interviews. Besides the underlying benefits of a collaborative project, agencies and their leaders may ask "what's in it for me?" before committing their resources and effort. In the absence of clear incentives to induce and reward participation, self-interested and siloed behaviour will undermine collaboration, particularly where agency leaders perceive a conflict with their agency's primary delivery accountabilities. In time the system-wide stewardship expectations in CEO accountabilities may represent an appropriate incentive to counter this siloed thinking.

Relationships of trust and respect are also critical for successful collaboration, with the very essence of the term "to co-labour" stressing the importance of participants working together as a team. The inter-organisational nature of cross-agency collaboration, where individual participants do not necessarily share reporting lines or structures, requires effective relationships to ensure that people are comfortable working with one another and across

agency boundaries. The formation of trusting relationships between agency leaders creates the co-operative basis on which collaborative behaviours and actions are founded, serving to bring key people together and help overcome issues before they become a problem.

The research confirmed that collaboration requires leaders with the personal and professional skills and capabilities to build partnerships across organisational boundaries. While the presence of competent individuals is important, the absence of collaborative know-how and facilitative behaviours can handicap collaborative outcomes. As well as developing the collaborative skills of current leaders, it is also important for state sector agencies to identify and develop emerging leaders with collaborative tendencies so that they are best equipped to operate in a more joined-up state sector.

Each of these collaborative factors are heavily influenced by the singular theme of leadership. Figure 32 below shows how a strong and capable collaborative leader plays a major role in providing the key enablers and eliminating the key barriers to successful collaboration. The importance of leadership will be further explored in the next section.

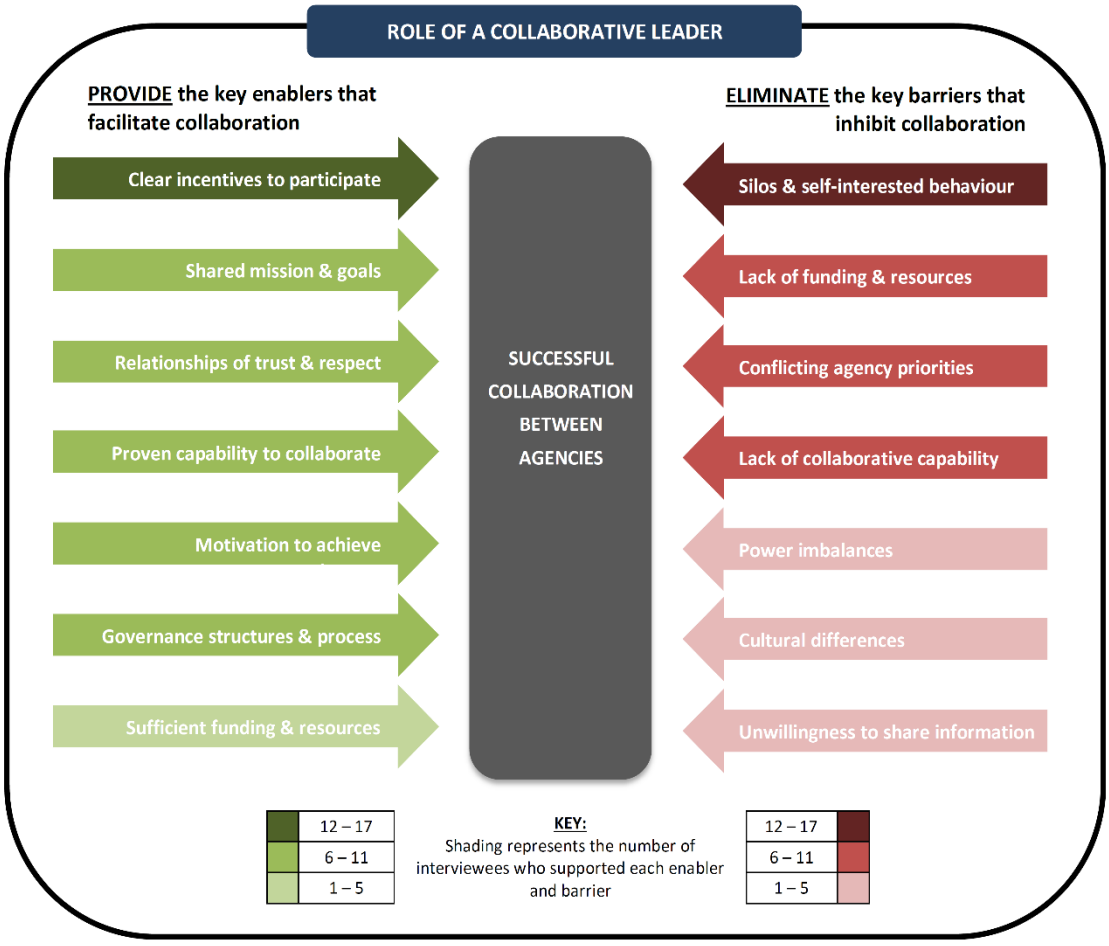

Figure 32: Role of a collaborative leader in providing the key enablers and eliminating the key barriers that inhibit collaboration (Author's own work).

5.2.3 The importance of leadership to collaboration in the New Zealand state sector

The importance of cross-agency collaboration is recognised in the SSC's 2013 leadership strategy, whereby state sector leaders are expected to demonstrate "system-wide stewardship" and prioritise collaborative working (SSC, 2013b).

Interviewees were almost unanimous in describing the importance of leadership to successful collaboration, particularly where one or many leaders are able to operate across agency boundaries *to "create the conditions, the dialogue [and] the permissions for people to work together"* (Lima). The more senior a leader is within their organisation, the better able they are to provide critical collaborative inputs, a point validated by the research. Tier 2 leaders tended to control the authorising environment that balances the benefits of collaboration against their agencies' wider accountabilities. Tier 3 leaders have more operational control and responsibility for the delivery of collaborative outcomes, although they usually require clear direction from above before committing resources and efforts to collaboration.

Two complimentary collaborative leadership theories are of direct application to the New Zealand state sector. Huxham & Vangen's "spirit of collaboration" (2003) is particularly useful for demonstrating the role of leadership in collaboration, focusing on the "Embracing, Empowering, Involving and Mobilising" settings. However, the manipulation and political manoeuvring inherent in their alternative "collaborative thuggery" perspective runs counter to the facilitative, relationship-based nature of collaboration and should be avoided by state sector agencies.

There is also considerable alignment between the state sector leader examples given by the interviewees and the Steward, Mediator and Catalyst profiles of collaborative leaders proposed by Ansell & Gash (2012). Every collaboration requires one or more leaders who can perform these facilitative roles and state sector agencies should look closely at how they might integrate Ansell & Gash's observations into the development of collaborative leaders.

Interviewees generally expressed that, at a system level, collaborative leadership was seen as an important capability for state sector leaders, with many proposing that future key leadership appointments should only go to those who have demonstrated collaborative working outside the organisation. However, despite the benefits to agencies of cross-agency collaboration and clear direction from the SSC, interviewees did not perceive agencies to be prioritising or rewarding the development of collaborative leadership capabilities in leaders. It should not require the failure of a significant collaborative project before collaborative capabilities are appropriately prioritised within agencies.

5.2.4 Describing a collaborative leader in the New Zealand state sector context

Having established the importance of leadership to successful collaboration, the research investigation concluded by examining leadership styles, personal attributes and behavioural competencies to determine the emerging profile of collaborative leader in the New Zealand state sector.

The suggestion of an emerging leadership style specific to collaborative leaders was not supported by the research. It may therefore be concluded that collaborative leadership is highly situational and may embrace a range of established leadership styles depending on the circumstances and needs of collaborative participants.

The research results reveal that collaborative leaders are more likely to embrace the charismatic, transformational and servant leadership styles, each of which would contribute to inspiring different organisations to form collaborative relationships. Authentic leadership would also seem to be highly relevant given the self-aware values-driven personal attributes of collaborative leaders.

Both the current thinking and research concluded that the traditional and transactional leadership styles are not well-suited to collaboration. The hierarchical command and control nature of traditional leadership are at odds with the horizontal leadership and facilitative methods required for collaboration, whereas collaborative processes require catalytic methods rather than the transactional approach of simply 'getting things done'.

The most important personal attributes for a collaborative leader are heavily influenced by strong interpersonal skills and emotional intelligence, which is unsurprising given the view that the forming of strong relationships is critical to the success of collaboration. For instance, individuals who possess humility, self-awareness and empathy towards others will be able to recognise their own limitations as well as the different perspectives and strengths that collaborating partners have to offer. Having excellent communication and listening skills is also critically important for maintaining strong relationships and selling the value that collaboration can offer. An ability to appreciate the big picture through systems thinking is also important, particularly where collaborating to find sector-wide solutions to problems.

The behavioural competences of collaborative leaders reflect their roles as Stewards, Catalysts and Mediators (Ansell & Gash, 2012). They seek to inspire and nurture trusting relationships between the collaborating parties by reaching out and communicating with individuals, departments and networks across different organisations. They are influencers able to set out a shared mission and establish the legitimacy of collaborative action in order to inspire the

commitment of participants across agencies. Collaborative leaders are also influential and assume responsibility for identifying stakeholders and convening working groups to find common ground for collaboration.

The research also appeared to reveal an unexpected gender distinction in how leaders approach collaboration, with the views of female leaders tending to be consistent in a number of areas. They were particularly supportive of the wider interpersonal and shared mission enablers of collaboration, and categorically favoured relationship-based facilitative styles. Males tended to focus on the core functional factors that they saw directly impacting on collaboration such as resources, incentives and governance structures, as well as backing the more familiar and direct approaches to leadership. Further research with a larger sample size is recommended to further explore whether this apparent gender distinction has an evidentiary basis.

The influence of the various leadership styles, personal attributes and behavioural competencies is illustrated in Figure 33 below. This model endorses the collaborative leader roles proposed by Ansell & Gash (2012) and ultimately infers that collaborative leadership closely aligns with Huxham & Vangen's "spirit of collaboration" (2003).

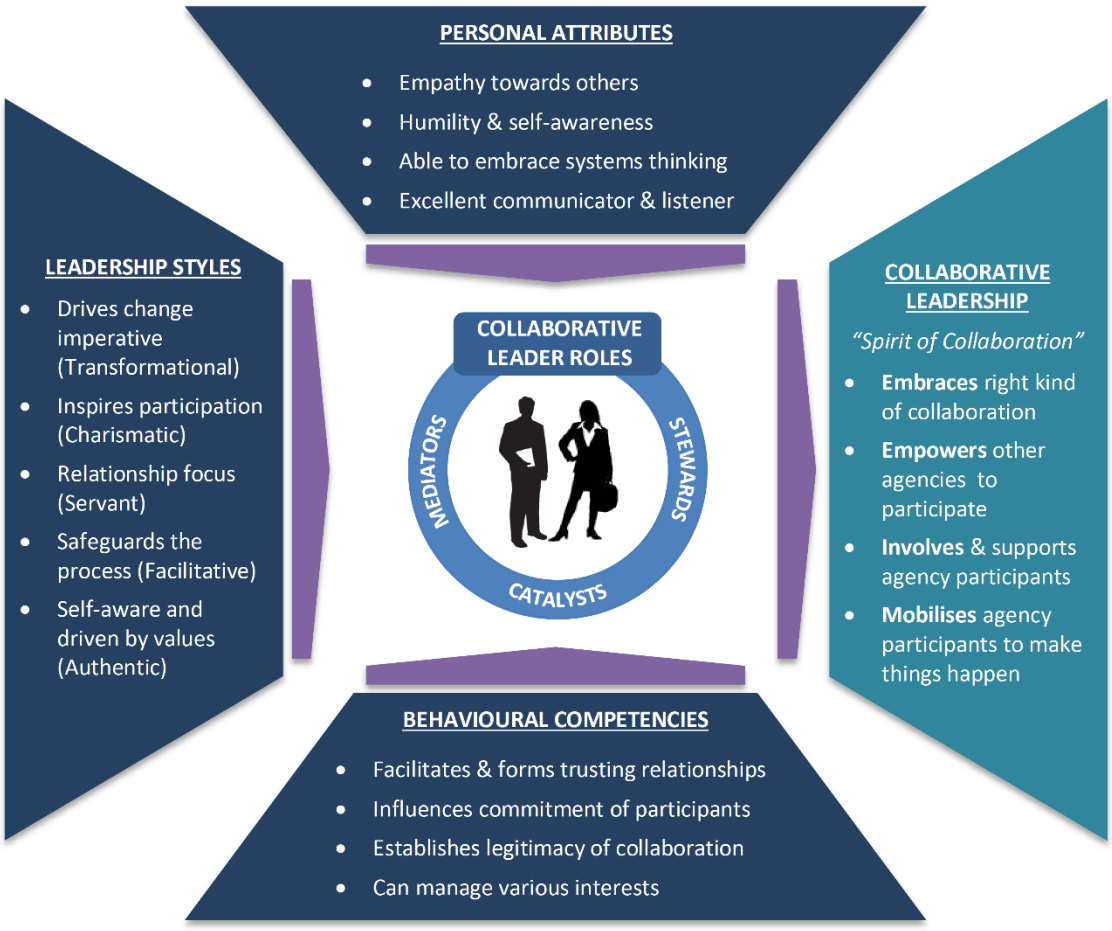

Figure 33: A model for collaborative leadership in the New Zealand state sector context (Author's own work integrating the work of Ansell & Gash, 2012 and Huxham & Vangen, 2003).

5.3 Recommendations for future action

This report has concluded that leadership is the most important factor in increasing the success of cross-agency collaboration between state sector agencies. The following six recommendations are made to support the development of collaborative capability in the New Zealand state sector.

Cross-agency collaboration for better results

1. Better collaboration requires state sector agencies to fully integrate collaborative working into their BAU approach to service delivery rather than just for special projects.

2. Providing clear incentives to participate will encourage agencies and their leaders to work together collaboratively and, conversely discourage siloed and self-interested behaviours.

3. All agencies should work together as equal collaborative partners, despite larger agencies often possessing more resources and influence than their smaller agency peers.

Role of leadership in successful collaboration

4. The development of leaders with strong interpersonal and communication skills, particularly in the areas of relationship building and systems thinking, should be prioritised.

5. Agencies must recognise that successful collaboration requires facilitative leaders who are able to lead across boundaries, rather than through traditional hierarchical methods. Specific education programmes for agencies on facilitative methods may be required.

6. Agency leaders should be given licence to lead across the system to prioritise collaborative activity over every day outputs, particularly where better public service outcomes may be achieved.

The McKinsey 7S Framework, which analyses the alignment of seven variables, can be used to identify specific aspects regarding the implementation of these recommendations (Bryan, 2008). Figure 34 below outlines each 7S variable and the implementation aspects to be considered.

7S VARIABLES	ASPECTS FOR IMPLEMENTATION
Strategy	The Government should mandate the strategic direction for state sector agencies to work together collaboratively. The system-wide leadership expectations of CEs are a useful top-down starting point.
Skills	Collaborative capability needs to be recognised and developed in both agency leaders and their reports. The Leadership Development Centre should play a leading role in both developing collaborative leaders and recommending them for appointment.
Structure	Appropriate accountability and governance structures are required to assist collaboration, including making funding and resources available for everyday cross-agency working as well as at a project level.
Systems	The IT systems and platforms used by agencies should be horizontally compatible across their peer agencies to facilitate the sharing of information and virtual collaboration spaces.
Shared Values	The collective values associated with collaboration should be recognised and universally held. In particular, relationships of trust and respect need to be maintained between agencies and their leaders.
Style	The steward, catalyst and mediator roles of facilitative leadership styles should be recognised and adopted by agency leaders responsible for collaboration.
Staff	Agency leaders need to be directly or indirectly incentivised to fully commit their agencies to collaboration by encouraging system accountabilities or through personal KPIs.

Figure 34 – McKinsey 7S Framework (Bryan, 2008).

5.4 Conclusions on the research process

The adoption of a flexible research design comprising an interview-based qualitative research methodology was validated by the valuable perspectives gathered from the 17 interviewees. The use of Kvale's seven stages (1996) to structure the various steps in the interview study was useful, as was the adoption of Miles & Huberman's Qualitative Data Analysis model (1994: 12). Nevertheless, the author's use of the NVivo software package to analyse and reduce the data meant that a more flexible and iterative approach was employed for the data analysis, verifying and reporting stages. Given that both models are at least 20 years old, they could benefit from

revision to take into account the agile and processing benefits of analysing qualitative data using modern software programs.

As the scope of this research investigation focused on interviewing senior leaders (Tiers 2-3) about their thoughts on cross-agency collaboration, middle management (Tiers 4-5) and frontline employees were not represented in the interview sample. If these employees had been included, it is possible that other perspectives on collaboration and the importance of leadership may have been recorded. Given the size of the population of other state sector employees, their views could be collected through quantitative research methods such as a survey.

Another possible limitation of the research is that collaboration and leadership are concepts that engender positive responses in people. There is therefore a risk of personal bias in the literature review and research investigation, particularly by interviewees who may be outwardly positive about collaboration but privately disagree about its importance.

This study has not assessed the success of specific collaborative initiatives in the state sector. Interviewees cited a number of positive and negative examples of cross-agency collaboration and useful research could be undertaken to determine precisely why they were or were not successful, as well as assessing the role of leadership in addressing the enablers and barriers noted in this report. There also exists an opportunity for further research regarding whether a collaborative leadership capability gender distinction exists. This research would need to be approached in an even-handed and ethical manner to avoid being unduly based on gender-type generalisations.

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APPENDICES

1. Table of Figures

2. List of State Sector Agencies

Source: State Services Commission, http://www.ssc.govt.nz/state_sector_organisations.

Central Government Agencies as at 1 January 2016
(Listed by Legal Title)

PUBLIC SERVICE

Departments

- Ministry of Business, Innovation and Employment
- Department of Conservation
- Department of Corrections
- Crown Law Office
- Ministry for Culture and Heritage
- Ministry of Defence
- Ministry of Education
- Education Review Office
- Ministry for the Environment
- Ministry of Foreign Affairs and Trade
- Government Communications Security Bureau
- Ministry of Health
- Inland Revenue Department
- Department of Internal Affairs
- Ministry of Justice
- Land Information New Zealand
- Ministry of Māori Development
- New Zealand Customs Service
- Ministry for Pacific Peoples
- Ministry for Primary Industries
- Department of the Prime Minister and Cabinet
- Serious Fraud Office
- Ministry of Social Development
- State Services Commission
- Statistics New Zealand
- Ministry of Transport
- The Treasury
- Ministry for Women

Departmental Agencies

- Canterbury Earthquake Recovery Authority (hosted by the Department of the Prime Minister and Cabinet)

NON-PUBLIC SERVICE DEPARTMENTS

- Office of the Clerk of the House of Representatives
- New Zealand Defence Force
- New Zealand Police
- New Zealand Security Intelligence Service
- Parliamentary Counsel Office
- Parliamentary Service

CROWN ENTITIES

Statutory Entities

Crown Agents

- Accident Compensation Corporation
- Callaghan Innovation
- Careers New Zealand
- Civil Aviation Authority of New Zealand
- *District Health Boards* (20)
  - Auckland District Health Board
  - Bay of Plenty District Health Board
  - Canterbury District Health Board
  - Capital and Coast District Health Board
  - Counties Manukau District Health Board
  - Hawke's Bay District Health Board
  - Hutt District Health Board
  - Lakes District Health Board
  - MidCentral District Health Board
  - Nelson Marlborough District Health Board
  - Northland District Health Board
  - South Canterbury District Health Board
  - Southern District Health Board
  - Tairawhiti District Health Board
  - Taranaki District Health Board
  - Waikato District Health Board
  - Wairarapa District Health Board
  - Waitemata District Health Board
  - West Coast District Health Board
  - Whanganui District Health Board
- Earthquake Commission
- Education New Zealand
- Energy Efficiency and Conservation Authority
- Environmental Protection Authority
- Health Promotion Agency
- Health Quality and Safety Commission
- Health Research Council of New Zealand
- Housing New Zealand Corporation
- Maritime New Zealand
- New Zealand Antarctic Institute
- New Zealand Blood Service
- New Zealand Fire Service Commission
- New Zealand Qualifications Authority
- New Zealand Tourism Board
- New Zealand Trade and Enterprise
- New Zealand Transport Agency
- New Zealand Walking Access Commission
- Pharmaceutical Management Agency
- Real Estate Agents Authority
- Social Workers Registration Board
- Sport and Recreation New Zealand
- Tertiary Education Commission
- WorkSafe New Zealand

Autonomous Crown Entities (ACEs)

- Accreditation Council
- Arts Council of New Zealand Toi Aotearoa
- Broadcasting Commission
- Families Commission
- Government Superannuation Fund Authority
- Guardians of New Zealand Superannuation
- Heritage New Zealand Pouhere Taonga
- Museum of New Zealand Te Papa Tongarewa Board
- New Zealand Artificial Limb Service
- New Zealand Film Commission
- New Zealand Lotteries Commission
- New Zealand Symphony Orchestra
- Public Trust
- Retirement Commissioner
- Standards Council
- Te Reo Whakapuaki Irirangi (Māori Broadcasting Funding Agency)
- Te Taura Whiri I Te Reo Māori (Māori Language Commission)

Independent Crown Entities (ICEs)

- Broadcasting Standards Authority
- Children's Commissioner
- Commerce Commission
- Drug Free Sport New Zealand
- Electoral Commission
- Electricity Authority
- External Reporting Board
- Financial Markets Authority
- Health and Disability Commissioner
- Human Rights Commission
- Independent Police Conduct Authority
- Law Commission
- New Zealand Productivity Commission
- Office of Film and Literature Classification
- Privacy Commissioner
- Takeovers Panel
- Transport Accident Investigation Commission

Crown Entity Companies

Crown Research Institutes (CRIs)

- AgResearch Limited
- Institute of Environmental Science and Research Limited
- Institute of Geological and Nuclear Sciences Limited
- Landcare Research New Zealand Limited
- National Institute of Water and Atmospheric Research Limited
- New Zealand Forest Research Institute Limited
- The New Zealand Institute for Plant and Food Research Limited

Other companies

- Crown Irrigation Investments Limited
- New Zealand Venture Investment Fund Limited
- Radio New Zealand Limited
- Television New Zealand Limited

Crown Entity Subsidiaries

- Approx 200 Crown entity subsidiaries

School Boards of Trustees

- Approx 2,435 (including Te Aho o Te Kura Pounamu – The Correspondence School)

Tertiary Education Institutions

Universities

- Auckland University of Technology
- Lincoln University
- Massey University
- University of Auckland
- University of Canterbury
- University of Otago
- University of Waikato
- Victoria University of Wellington

Polytechnics/Institutes of Technology

- Bay of Plenty Polytechnic
- Christchurch Polytechnic Institute of Technology
- Eastern Institute of Technology
- Manukau Institute of Technology
- Nelson Marlborough Institute of Technology
- Northland Polytechnic
- Open Polytechnic of New Zealand
- Otago Polytechnic
- Southern Institute of Technology
- Tai Poutini Polytechnic
- Unitec Institute of Technology
- Universal College of Learning
- Waiariki Institute of Technology
- Waikato Institute of Technology
- Wellington Institute of Technology
- Western Institute of Technology
- Whitireia Community Polytechnic

Wananga

- Te Wananga o Aotearoa (Te Awamutu)
- Te Wananga o Raukawa (Otaki)
- Te Whare Wananga o Awanuiarangi (Whakatane)

PUBLIC FINANCE ACT SCHEDULE 4 ORGANISATIONS

Fish and Game Councils

- New Zealand Fish and Game Council
- Fish and Game Councils (12)

Reserves Boards (22)

Trusts

- Agricultural and Marketing Research and Development Trust
- Asia New Zealand Foundation
- Leadership Development Centre Trust
- National Pacific Radio Trust
- Ngai Tahu Ancillary Claims Trust
- Pacific Co-operation Foundation
- Pacific Island Business Development Trust
- Te Ariki Trust

Other (Bodies Corporate)

- Game Animal Council
- The Maori Trustee
- New Zealand Game Bird Habitat Trust Board
- New Zealand Government Property Corporation
- Sentencing Council (never established)

Other (Unincorporated)

- New Zealand Lottery Grants Board

PUBLIC FINANCE ACT SCHEDULE 4A COMPANIES

- Crown Asset Management Limited
- Crown Fibre Holdings Limited
- Education Payroll Limited
- Fairway Resolution Limited
- Health Benefits Limited (ceased operations)
- The Network for Learning Limited
- Research and Education Advanced Network New Zealand Limited
- Southern Response Earthquake Services Limited
- Tamaki Redevelopment Company Limited

RESERVE BANK OF NEW ZEALAND

OFFICES OF PARLIAMENT

- Office of the Ombudsmen
- The Controller and Auditor-General
- The Parliamentary Commissioner for the Environment

STATE-OWNED ENTERPRISES

- Airways Corporation of New Zealand Limited
- Animal Control Products Limited
- AsureQuality Limited
- Electricity Corporation of New Zealand Limited
- KiwiRail Holdings Limited
- Kordia Group Limited
- Landcorp Farming Limited
- Learning Media Limited (in liquidation)
- Meteorological Service of New Zealand Limited
- New Zealand Post Limited
- New Zealand Railways Corporation
- Quotable Value Limited
- Solid Energy New Zealand Limited (selling-down assets)
- Transpower New Zealand Limited

MIXED OWNERSHIP MODEL COMPANIES

- Genesis Energy Limited
- Meridian Energy Limited
- Mighty River Power Limited

3. Better Public Services Targets and Result Areas

The table below sets out the ten Better Public Services (BPS) targets within their five over-arching result areas that were introduced by the New Zealand Government in 2011 (SSC, 2013b).

BETTER PUBLIC SERVICES: RESULTS FOR NEW ZEALANDERS
Result Area 1: Reducing long-term welfare dependence
• Reduce the number of people who have been on a working age benefit for more than 12 months
Result Area 2: Supporting vulnerable children
• Increase participation in early childhood education • Increase infant immunisation rates and reduce the incidence of rheumatic fever • Reduce the number of assaults on children
Result Area 3: Boosting skills and employment
• Increase the proportion of 18-year-olds with NCEA level 2 or equivalent qualification • Increase the proportion of 25 to 34-year-olds with advanced trade qualifications, diplomas and degrees (at level 4 or above)
Result Area 4: Reducing crime
• Reduce the rates of total crime, violent crime and youth crime • Reduce reoffending
Result Area 5: Improving interaction with government
• New Zealand businesses have a one-stop online shop for all government advice and support they need to run and grow their business • New Zealanders can complete their transactions with the Government easily in a digital environment

4. Invitation Letter – MBA Research Study

Invitation letter e-mailed to 120 potential interviewees on the author's behalf by Raewyn Pointon, Leadership Development Centre (Management Challenge Sponsor) on Thursday 13 November 2014.

From: Raewyn Pointon
Sent: Thursday, 13 November 2014 12:54 p.m.
To: [Recipients]
Subject: Research study: Cross-agency collaboration in the NZ public sector

Dear all,

LDC is sponsoring a research investigation to determine the **defining leadership factors that facilitate cross-agency collaboration in the New Zealand public sector**. This research is being undertaken by Ben Fitchett and forms part of his MBA qualification at Henley Business School.

A major part of this research involves interviewing people in leadership roles across the public sector that have knowledge and experience of cross-agency collaboration. LDC is supportive of this research initiative and we would encourage your participation in what is an increasingly important issue for public sector leaders.

If you agree, you will be asked to participate in a one-on-one interview of about 60 minutes at a venue convenient to you between now and December 12th. During the interview you will be asked questions regarding your experience of working in collaboration with other government agencies, including:

- Your observations and/or reflections on the importance of cross-agency collaboration, including any instances you may have been involved with;
- The factors which you believe facilitate or inhibit collaborative action between agencies; and
- Your perception of the importance of leadership in facilitating collaboration, including any particular leadership traits and values that you believe to be critical.

The interview will take the form of a semi-structured conversation through a series of questions, allowing you the flexibility to express your views about cross-agency collaboration through a one-on-one discussion. Your responses to each question will be kept confidential and your name and any other identifying information will not be included in the final report.

We would like to invite expressions of interest in taking part in this research. If you would be willing to participate please contact Ben directly at ben.fitchett@gmail.com or 022 074 5671.

Kind regards,

Raewyn.

5. Interview Question Design

The table below sets out how the interview questions were designed, including mapping out the rationale and current thinking coverage for each interview question.

INTERVIEW QUESTIONS	RATIONALE FOR QUESTION DESIGN	COVERAGE IN CURRENT THINKING
1. The current state of cross-agency collaboration in the New Zealand state sector.		
1.1 How important is collaboration to achieving results in the state sector?	• Is collaboration important to achieving results? • Is directive to collaborate supported by interviewees' belief & experiences?	• Challenges facing NZ state sector (1.2.3) • Current path of reform (1.2.4) • Why agencies seek to collaborate (2.2) • NZ's experience with collaboration (2.3)
1.2 How successful has your personal experience of collaboration been?	• Probe interviewees' experiences of collaboration • Do their experiences influence opinion of collaboration?	• Challenges facing NZ state sector (1.2.3) • Current path of reform (1.2.4) • NZ's experience with collaboration (2.3)
1.3 Is collaboration seen as a special project or normal BAU behaviour in your agency?	• How integrated is collaboration within normal working practices? • Compare results with SenateSHJ study	• What is collaboration? (2.1) • Why agencies seek to collaborate (2.2) • NZ's experience with collaboration (2.3)
1.4 Does agency size contribute to their willingness to collaborate?	• Test the degree that large vs small agencies are embracing collaboration • Compare results with SenateSHJ study	• Why agencies seek to collaborate (2.2) • NZ's experience with collaboration (2.3)
2. The factors that affect collaboration in the New Zealand state sector context.		
2.1 What are the common elements that define successful collaboration?	• How well understood is collaboration by agencies? • What elements define successful collaboration?	• What is collaboration? (2.1) • Why agencies seek to collaborate (2.2)
2.2 What are the key enablers that facilitate successful collaboration?	• Which key enablers are relevant to NZ state sector? • What other enablers may exist (if any)?	• What is collaboration? (2.1) • Key enablers (2.4.1)
2.3 What are the key barriers that inhibit successful collaboration?	• Which key barriers are relevant to NZ state sector? • What other barriers may exist (if any)?	• What is collaboration? (2.1) • Key barriers (2.4.2)

INTERVIEW QUESTIONS	RATIONALE FOR QUESTION DESIGN	COVERAGE IN CURRENT THINKING
3. The importance of leadership to collaboration in the New Zealand state sector.		
3.1 How important is leadership to facilitating cross-agency collaboration in state sector?	• How is critical leadership to successful collaboration? • Leadership a factor in providing enablers and eliminating barriers?	• Key enablers (2.4.1) • Key barriers (2.4.2) • Role of leadership in collaboration (2.5)
3.2 To what extent should senior leaders encourage collaboration between agencies?	• Tests how pivotal senior leaders see themselves in encouraging collaboration.	• Why agencies seek to collaborate (2.2) • Role of leadership in collaboration (2.5)
3.3 Is there a trend towards developing collaborative leadership capability across state sector?	• Is collaborative leadership being developed in state sector?	• Current path of reform (1.2.4) • NZ's experience with collaboration (2.3)
4. The leadership style and traits of collaborative leaders in the New Zealand state sector.		
4.1 Which leadership style is best suited to collaborative leaders?	• Are common leadership styles applicable to collaboration? • Which styles work best in NZ state sector?	• Leadership styles of collaborative leader (2.6)
4.2 What personal attributes do collaborative leaders commonly display?	• What personal attributes do collaborative leaders in NZ state sector have? • What others are important?	• Leadership styles of collaborative leader (2.6) • Personal attributes (2.7.1)
4.3 What behavioural competencies do collaborative leaders commonly display?	• What behavioural competencies do collaborative leaders in NZ state sector have? • What others are important?	• Leadership styles of collaborative leader (2.6) • Behavioural competencies (2.7.2)

6. Interview Information Sheet

Information sheet

The objective of this research investigation is to assess **the defining leadership factors that facilitate cross-agency collaboration in the New Zealand public sector.** This research forms part of my MBA qualification at Henley Business School at the University of Reading.

A major part of this research involves interviewing people in leadership roles across the public sector that have knowledge and experience of cross-agency collaboration, and for this reason, you have been invited to take part.

You are being asked to participate in an interview of about 60 minutes, during which I will ask you questions regarding your experience of working in collaboration with other government agencies. You can choose not to answer any particular question(s) and you are free to withdraw from the research study at any time.

With your permission, I would like to record the interview for later transcription and analysis. The data will be kept securely and destroyed after the completion of the project.

At every stage your identity will remain confidential. Your name and identifying information will not be included in the final report.

The project has been subject to ethical review in accordance with the procedures specified by the University of Reading Research Ethics Committee and has been given a favourable ethical opinion for conduct.

If you have any further questions about the project, please feel free to contact me at the email address below.

Ben Fitchett

ben.fitchett@gmail.com

7. Interview Consent Form

Interview Consent form

An assessment of the defining leadership factors that facilitate cross-agency collaboration in the New Zealand public sector

1. I have read and had explained to me by Ben Fitchett the Information Sheet relating to the project and any questions have been answered to my satisfaction.
2. I agree to the arrangements described in the information sheet insofar as they relate to my participation.
3. I understand that my participation is entirely voluntary and that I may withdraw from the project at any time.
4. I agree to the interview being *audio* recorded.
5. I have received a copy of this consent form and of the accompanying information sheet.
6. I am aged 18 or older.

_____

Signature

_____

Name of participant

_____

Date

8. Confidentiality Agreement – Transcription Service

Signed by Melissa Harsant of Capital Transcription Services, Wellington, New Zealand.

Confidentiality Agreement

I understand that in the course of my work for Ben Fitchett I will have access to confidential information.

I agree to the terms and conditions outlined below, which I have indicated by placing my signature below.

1. I will hold in the strictest confidence the names of the interviewer(s) and interviewees in the recordings that I am transcribing. I will also hold in the strictest confidence the names of any and all third parties referred to in the recordings I am transcribing.

2. I will treat as confidential information the contents of all recordings I transcribe for Ben Fitchett.

3. I will treat as confidential information all electronic and hard copy supplementary client materials provided to me.

4. At the *conclusion* of the project, I will delete all transcripts from my hard drive and/or any other portable storage devices where the transcripts have been stored. I will also delete all digital transcription files pertaining to that project from my transcription software and from my hard drive. I agree to retain only the template and client requirements questionnaire supplied by Ben Fitchett in case there are further interviews for transcription in the future.

My signature below signifies acceptance of all of the conditions listed above.

AGREED AND ACCEPTED:

Signature: Melissa K Harsant. **Date:** 13/1/2015

Full Name: Melissa Kate Harsant
Capital Transcription

9. Structure of Data Coding

Theme	Category	Code
1. What importance do agencies attribute to cross-agency collaboration	**1.1 Experience with collaboration**	Mixed
		Successful
		Unsuccessful
	1.2 What importance do agencies attribute to collaboration	Fundamental - have to in order to function
		Good - but doesn't solve all problems
		Good - but only do it where directed to
		Not important - better off working within own mandates
	1.3 Collaborative initiatives BAU	Part of BAU approach to work
		Special projects
		Varies between agencies
	1.4 Does size of agency matter	No it doesn't
		Yes it does
		Bigger agencies
		Smaller agencies
	1.5 Culture of Collaboration	Culture change is needed
		No change needed - already a good culture
		Some evidence of cultural change
		Getting increasingly better
		Undergoing a generational change
2. What factors make collaboration work in the NZ state sector context	**2.1 View on definition of collaboration**	(i) Commitment to mutual relationships and goals
		(ii) Jointly developed structure & shared responsibility
		(iii) Mutual authority and accountability
		(iv) Sharing of resources and rewards
		Agree with Definition
		Comments on anything missing
		Disagree with Definition
		Not sure
	2.2 Factors enabling collaboration	Buy-in by leaders
		Credibility and track record
		Effective governance processes
		Empowerment or direction to collaborate
		Funding and resourcing
		Incentives and benefits
		Motivation to achieve outcomes
		Proven capability to collaborate
		Shared mission and goals
		Strong Relationships
	2.3 Factors inhibiting collaboration	Can be time-intensive
		Interference with existing priorities

Theme	Category	Code
		Lack of capability to collaborate
		Lack of incentives to collaborate
		Lack of resources and funding
		Not seen as a mutual priority
		Organisational boundaries and silos
		Sharing of tightly-held information
		Undermining and selfish behaviour
3. How important is leadership in facilitating cross-agency collaboration	**3.1 Is leadership important for successful collaboration**	Fundamental & Essential
		Important
		Not Important
	3.2 To what extent should senior leaders encourage collaboration between agencies	Mixed - depends on the person
		Only if expected to
		Only where it suits them
		To a great extent
	3.3 Seniority of Leader	Makes a difference
		No difference
		a. Senior Leaders
		b. Middle Management
		c. Frontline Leaders
	3.4 Is there a trend towards leaders with better collaborative capability	Maybe - but there is some way to go
		No trend - some can, some can't
		Yes - it is the new way
4. Do collaborative leaders exhibit particular leadership styles or personal traits	**4.1 Styles of Leadership**	All of these styles
		Charismatic
		New - Collaborative Style
		Servant
		Traditional
		Transactional
		Transformational
	4.2 Personal traits & values of collaborative leaders	Altruistic devotion to making a difference
		Commitment and drive
		Communicator & Listener
		Empathy - emotional intelligence
		Influencer - driven by a vision
		Manage ambiguity
		Relationships and Networking
		Self-aware
		Trust and integrity
	4.3 Role model collaborative leader	What distinguished them from other leaders

10. Letter of Endorsement

The Leadership Development Centre have provided my Management Challenge with the following letter of endorsement as my sponsoring organisation.

27 January 2016

Chris Lester
Management Challenge Supervisor
Henley Business School
Henley-on-Thames
RG9 3AU
United Kingdom

Dear Chris

Ben Fitchett, MBA Student

This letter of endorsement is in regard to Ben Fitchett, currently a student on your MBA Programme.

LDC is a Trust, with a board of very demanding chief executives drawn from across the New Zealand State Sector. Ben originally began working with us to support the establishment of two panels critical to our leadership programme.

When he approached us to sponsor his Management Challenge we agreed immediately. By then he had proved himself to be knowledgeable, a good listener and a trusted adviser in the procurement space.

Ben was given access to our most senior public servants – chief executives and senior leaders across the sector. He displayed excellent stakeholder management of this cohort and reported that many of them spoke with him much longer then the allocated time.

To my knowledge he performed all the work on this thesis himself. We discussed and agreed the topic area, as he was keen to make it as relevant to the LDC as he could.

Ben has kept us informed throughout the stages of his thesis research. Early results showed the value of his work to us and we will use the thesis in its entirety once it has been marked.

I know that those Ben interviewed are keen to see the results of the interviews and the recommendations he has made. The material will be widely used and discussed as a valuable input to the leadership debates around collaboration.

Yours sincerely

Raewyn Pointon
Leadership Development Practice Manager

LEADERSHIP DEVELOPMENT CENTRE • LEVEL 12 • MARITIME TOWER • 10 CUSTOMHOUSE QUAY • PO BOX 2460 • WELLINGTON 6140
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11. Word Count

Management Challenge (18,000 words)			
Section	**Target**	**Actual**	**Diff**
1. Introduction	2050	1995	**-55**
2. Review of Critical Thinking	4500	4494	**-6**
3. Research Investigation	2400	2370	**-30**
4. Findings and Analysis	5350	5330	**-20**
5. Conclusions and Recommendations	2700	2687	**-13**
6. Reflection	1000	969	**-31**
Appendices			**0**
TOTAL	**18,000**	**17,845**	**-155**