

Chapter 10: The Concept of Collaborative Processes

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What do the following have in common?



What is Collaboration?

- ▶ Comments from public agency directors as cited in Thomson and Perry's essay "Collaboration Process: Inside the Black Box."
- ▶ Collaboration is the act or process of "shared creation" or discovery. [It] involves the creation of new value by doing something new or different.
- ▶ [It] is transforming in the sense that you don't leave the same way you came in. There's some sort of change. You give up part of yourself. Something new has to be created. Something happens differently because of the process."
- ▶ [W]orking together to get something done that cannot be done working alone. (Warm, 2011)



Collaboration will...

- ▶ Working across institutional boundaries
- ▶ Engage others in highly connected ways, that reshapes the entire process
- ▶ Combining creativity, expertise, knowledge and other resources
- ▶ Joint responsibility
- ▶ By themselves could not achieve the goal



Collaboration-Paradox

- ▶ Collaboration is not the end goal, but is a means to an end (Warm, 2011)
- ▶ Collaborating for collaboration's sake ...is likely to result in failure..." (Stillman, 2010, p. 285)
- ▶ Perlman (2011) argues: that the governing structures need to be studied in order to more effectively improve collaboration



The Literature

- ▶ “Writings on public management are comparatively new phenomena” (Stillman, 2010, p. 283)
- ▶ Trend of Business Management
 - ▶ Frederick W. Taylor
 - ▶ Father scientific management
 - ▶ Brownlow Committee Report (1937)
 - ▶ The Three E’s
 - ▶ Reinventing Government
 - ▶ Peter Drucker
 - ▶ President Bill Clinton/ Vice President Al Gore



The Three E's

Efficiency

Economy

Effectiveness



Collaboration Management

- ▶ The underlying idea: “few, if any, public problems nowadays can be dealt with or resolved by single organizations” (Stillman, 2010, p. 284)
 - ▶ “[C]ollaboration is becoming an imperative for public managers.” (Thomson and Perry, 2006)
 - ▶ “Increasingly, federal organization must work together with other organization to jointly produce public value.” (Getha-Taylor, 2008)
- ▶ Do government agencies collaborate? Has there been a change in climate?



Through the lens of...

- ▶ Collaboration can be understood rooted in two competing political traditions.



Classic Liberalism

- Emphasis on private interests



Civic Republicanism

- Emphasis on commitment to something larger than the individual



Multidimensional Model



Governance Dimension

- Establishes how organizations come together to make decisions
- How they are governed
- Keywords: participative decision making, shared power arrangements, problem solving



Administration Dimension

- A critical element of collaboration
- How efforts are coordinated, the Project Management side
- Setting clear roles, responsibilities, boundaries, goals



Autonomy Dimension

- The balancing of organization/self identity with a new collective identity
- The autonomy-accountability dilemma



Multidimensional Model (continued)



Mutuality Dimension

- If an organization is to collaborate there must be a win-win
- Each organization must get something out of it, a vested interest

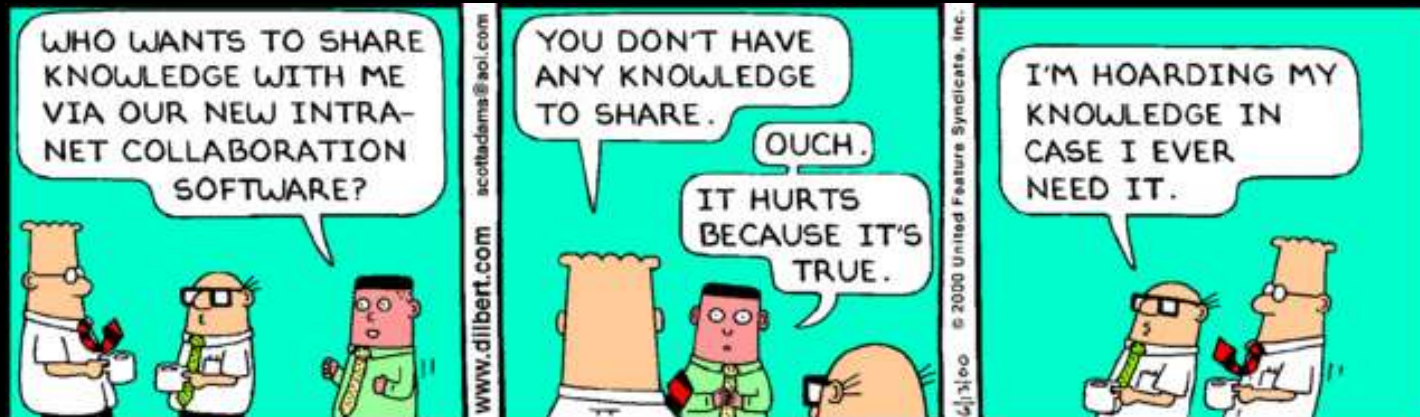


Trust/Reciprocity Dimension

- Reciprocity: "tit-for-tat"
Scratch my back I scratch yours
 - A key factor in successful collective actions
- Trust :
 - Each group will make good-faith efforts to adhere to agreements
 - Be honest in negotiations leading to agreements
 - Will not take excessive advantage of another, even if opportunity arises



“Don’t collaborate unless you are willing to thoughtfully consider and educate yourself about the nature of the process involved.” (Stillman, 2010, p. 296)



Government as Catalysts: Can It Work Again with Wireless Internet Access?



Terms to Know

▶ Municipal Wireless Networks (MWN)

- ▶ Municipal wireless network is the concept of turning an entire city into a Wireless Access Zone (WAZ), with the ultimate goal of making wireless access to the Internet a universal service. This is usually done by providing municipal broadband via Wi-Fi to large parts or all of a municipal area by deploying a wireless mesh network. The typical deployment design uses hundreds of routers deployed outdoors, often on utility poles.

- ▶ Municipal wireless network. (2011, September 21). In Wikipedia, The Free Encyclopedia. Retrieved 16:26, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=Municipal_wireless_network&oldid=451719687](http://en.wikipedia.org/w/index.php?title=Municipal_wireless_network&oldid=451719687)

▶ Hotspot

- ▶ A hotspot is a site that offers Internet access over a wireless local area network through the use of a router connected to a link to an Internet service provider. Hotspots typically use Wi-Fi technology.

- ▶ Hotspot (Wi-Fi). (2011, September 28). In Wikipedia, The Free Encyclopedia. Retrieved 16:27, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=Hotspot_\(Wi-Fi\)&oldid=452813039](http://en.wikipedia.org/w/index.php?title=Hotspot_(Wi-Fi)&oldid=452813039)



Terms to Know (continued)

▶ Mesh Networks

- ▶ A type of networking where each node must not only capture and disseminate its own data, but also serve as a relay for other nodes, that is, it must collaborate to propagate the data in the network.
 - ▶ Mesh networking. (2011, September 13). In Wikipedia, The Free Encyclopedia. Retrieved 16:28, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=Mesh_networking&oldid=450364221](http://en.wikipedia.org/w/index.php?title=Mesh_networking&oldid=450364221)

▶ Wireless Local Area Networks (WLAN)

- ▶ Links two or more devices using some wireless distribution method and usually providing a connection through an access point to the wider internet. Most modern WLANs are based on IEEE 802.11 standards, marketed under the Wi-Fi brand name.
 - ▶ Wireless LAN. (2011, September 26). In Wikipedia, The Free Encyclopedia. Retrieved 16:29, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=Wireless_LAN&oldid=452519094](http://en.wikipedia.org/w/index.php?title=Wireless_LAN&oldid=452519094)



Terms to Know (continued)

▶ 802.11

- ▶ A set of standards for implementing wireless local area network computer communication in the 2.4, 3.6 and 5 GHz frequency bands. These standards provide the basis for wireless network products using the Wi-Fi brand name.
 - ▶ IEEE 802.11. (2011, September 27). In Wikipedia, The Free Encyclopedia. Retrieved 16:33, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=IEEE_802.11&oldid=452700424](http://en.wikipedia.org/w/index.php?title=IEEE_802.11&oldid=452700424)

▶ Digital Divide

- ▶ Refers to the gap between individuals, households, businesses and geographic areas at different socio-economic levels with regard both to their opportunities to access information and communications technologies and to their use of the Internet for a wide variety of activities. It includes the imbalance both in physical access to technology and the resources and skills needed to effectively participate as a digital citizen.
 - ▶ Digital divide. (2011, September 9). In Wikipedia, The Free Encyclopedia. Retrieved 16:34, September 28, 2011, from [//en.wikipedia.org/w/index.php?title=Digital_divide&oldid=449265207](http://en.wikipedia.org/w/index.php?title=Digital_divide&oldid=449265207)





Dianah Neff, CIO
(May 01 – Sep. 06)



Mayor John Street
(1/3/00 – 1/7/08)



Greg Goldman, CEO Digital
Impact Group (*Wireless
Philadelphia*)
(2006 → 2010)



EarthLink™



Philadelphia

- ▶ Philadelphia is the 5th largest city in the United States
- ▶ Population in 2006 \approx 1,448,394
 - ▶ <http://quickfacts.census.gov/qfd/states/42/4260000.html>
- ▶ 135 square miles
- ▶ 660,000 households
- ▶ Budget \approx \$3.5 billion



Usage

- ▶ 2003 study found 40% of Philadelphia's population identified themselves as nonusers of the Internet
 - ▶ This raised the concern that this grouping could cause serious negative repercussion for their economic, political, educational, and social future of the city.
- ▶ 45% had Internet access at home
 - ▶ 72% of that used dial-up
- ▶ “The city was seriously lacking in Internet usage, and something drastic had to be done to ameliorate the situation.”



Reasons for the MWN

Stated Reasons

- ▶ Spur improvements in overall socioeconomic scenarios
- ▶ Urban renewal
- ▶ Saving on internal communications
- ▶ Provide business and government users with ubiquitous Internet access
- ▶ Expand potential market for e-government services
- ▶ Improve attractiveness of the community for business visitors and tourist
- ▶ Give local entrepreneurs a chance to participate in building the network
- ▶ Empower citizens to participate electronically in political process.

Repeated Theme

- ▶ Provide reliable quality Internet access ...with a particular emphasis on underserved low – income residents
- ▶ Social consciousness dimension to address the city's digital divide
- ▶ Offer low-income and disadvantages persons in the city for \$9.95 per month.
- ▶ Use of technology by government to promote social change and reduce disparity
- ▶ Network could address problems facing the [school] district



Drivers of MWN

- ▶ **Technology Availability**
 - ▶ Cheaper and more convenient
- ▶ **Market Opportunity**
 - ▶ Telecommunications firms have traditionally ignored or underserved poorer urban and rural communities—go where they can make profit
 - ▶ Comcast had the capability to supply high speed Internet access to 75% of the city. Verizon had the capability to provide DSL to over 95% of the city
- ▶ **Historical precedent and policy imperative**
 - ▶ Tradition of providing services and utilities for citizens that are considered public goods or utilize public goods
- ▶ **Reuse available assets**
 - ▶ City government already has the facilities needed for setting up a MWN
- ▶ **Legislative approval**
 - ▶ Nixon & Missouri Municipal League (541 U.S. 125)
- ▶ **Socioeconomic potential**
 - ▶ If Internet access has a positive impact on society, should the government be involved?



Inhibitors of MWN

- ▶ Fiber-optics is an incredibly fast, reliable and secure backbone and had already been installed in 217 municipalities in 37 states
 - ▶ At the time not one was profitable
- ▶ Wi-Fi was not developed for large-scale deployment
 - ▶ 802.11b (11Mb/s) and 802.11g (54Mb/s) were utilized
- ▶ Role of government
 - ▶ ISPs make money by selling Internet access for what the market will pay. Would government creating a MWN undermine that model/quasi monopolies
 - ▶ Would it suppress competition and innovation



Inhibitors of MWN

- ▶ **Government incompetence**
- ▶ **Legislative environment**
 - ▶ It is up to the state to determine if the municipality can offer the service
- ▶ **Response from incumbent players**
 - ▶ Business invest lots of money in innovation and establishing backbones, would MWN undermine that
 - ▶ For example if the MWN becomes widely successful what happens to Comcast and Verizon that has already established penetration of the market
 - ▶ Additionally with VoIP, and convergence telephone companies, satellite companies and cable companies all have vested interests



Time Line

2003

- Study was conducted showing number of people without Internet or high speed access

1/04

- **Stage I:** Neff was MWN evangelist (avid the MWN would be built at no cost to city)
- City installs free pilot Wi-Fi hotspot in a few test locations in Philadelphia
 - Positive media coverage

3/04

- Nixon v. Missouri Municipal League

6/04

- City established a working group to help create an MWN
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Time Line

7/04

- City commissions three local universities and consulting firm to work on the business plan

8/04

- Mayor John Street announces the Wireless Philadelphia Initiative
- Established nonprofit Wireless Philadelphia

9/04

- Focus group commence with different stakeholder groups
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Wireless Philadelphia: Mission Statement

- ▶ “Wireless Philadelphia aims to strengthen the economy and transform Philadelphia’s neighborhoods by providing wireless Internet access throughout the city. Wireless Philadelphia will create a digital infrastructure to help citizens, business, schools and community organizations make effective use of this technology to achieve their goals while providing a greater experience for visitors to the city.”



Time Line

11/04

- **Stage 2**
 - The initial focus was on providing reliable, quality Internet access to citizens, especially underserved low-income residents
 - City begin technical test using 15-square miles test location
 - Area universities submit interim business plans and reports



Wireless Technology

- ▶ Wi-Fi mesh with WiMax backhaul was chosen
- ▶ Issues:
 - ▶ Not been tested in such a large network
 - ▶ Likely outdated soon
 - ▶ Mesh technology was proprietary
 - ▶ Proprietary = \$\$\$\$ to buy, fix and replace



Other Concerns

- ▶ The public access television had been a disaster during the 1980's and 90's
- ▶ City had been running budget deficits, and Philadelphia was already considered one of the most highly taxed cities in the nation
- ▶ There was already widespread high speed capabilities available for those who could afford it



Time Line

1/05

- **Stage 3**
- Wireless Philadelphia presents Wireless Philadelphia Initiative business plan to mayor.
 - Selling point: City would fund and own the network. They should recoup investment in 5 years. \$15-\$18 million to build

4/05

- Mayor approves business plan, starts soliciting proposals to build MWN



Key elements of deal

- ▶ Earhtlink would undertake the entire costs of building and operating the network over the 135 square-mile radius of the city
- ▶ They would use 802.11b and 802.11g technologies
- ▶ They would own the network, and sell retail access to end consumers, and sell capacity to other ISPs
- ▶ Earthlink provided the IT personnel
- ▶ Full-service Internet access accounts subsidized by Earthlink to make Internet access available to low-income and disadvantaged persons at a substantial low price \$9.95/mo
- ▶ Monies paid back to the city would be used by Wireless Philadelphia to provide PCs to low-income residents and nonprofit organizations, conduct training programs, provide web site development and online marketing assistance to small business.



Time Line

10/05

- EarthLink wins contract
 - They will fund the entire project, pay \$2 million to used lampposts, and 5% of revenues back to city
 - According to [Atlanta Business Chronicle](#) EarthLink pledged \$22 million in infrastructure building
 - City will use monies to address digital divide, low income households

5/06

- City Council approves deal, work begins on building testing the first phase
 - Neff leave as CIO 4 months later
 - Goldman was brought in 07/06 as 1st permanent CEO of Wireless Philadelphia



Time Line

08/06

- EarthLink began work on the 15-square mile portion of the network
- Service speeds were estimated at 1 Mb/s
 - Cable and DSL were considerably faster

3/07

- The 15-mile proof of concept was completed and made available to subscribers
 - It was estimated that the network would be fully online by 10-07
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Lessons Learned

▶ From case study

- ▶ A strong champion is required, first Neff then Goldman
- ▶ Diverse stakeholder interest must be managed
 - ▶ Play to the crowd: tapped into civic pride and nostalgia about past greatness. Told stakeholders what they wanted and needed to hear
 - ▶ Think of the children: project leaders started discussions with the school district about how it would help address the problem facing the district
- ▶ Private and public interests need to be balanced
 - ▶ Wireless Philadelphia led the social consciousness goal of the project, EarthLink led the technical and management aspect of the project
- ▶ The application of the MWN, who are going to be the customers



The End?

- ▶ “Although it is fair to say that the Philadelphia wireless project was a success story that illustrates how government can act as catalysts to initiate change and follow through on implementation, it is still too early to say whether the project has met its objectives.”



The Rest of the Story

11/07

- 400 laptops (around \$1000,000 worth) donated to the Digital Inclusion program from Wireless Philadelphia
 - Distributed to Mayor's Office for the Re-Entry of Ex-Offenders, School District of Philadelphia's Office of Specialized Services and Community Women's Education Project
 - Estimated date of full launch is pushed back to 2008

12/07

- John Street is preparing to leave office
 - Rumors began to surface about problems with the project, EarthLink is reported to be trying to get out of contract
 - \$70 signal boosters would be required for indoor use
 - New America Foundation released the Philadelphia Story-report on lessons other municipalities could learn from the city's wireless program
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The Rest of the Story

5/13/08

- EarthLink officially pulls out of its agreement with the city, citing up to \$200,000/month losses
- Would stop servicing their 5,000 current customers
 - Population on Philadelphia in 2006 \approx 1,448,394

6/16/08

- Bought out by Network Acquisition
 - Planned to offer free Internet service to anyone who can access it
 - Funded by own wire network, and selling services to commercial customers

1/09

- Wireless Philadelphia changes to Digital Impact Group
 - Focus on digital inclusion
-



The Rest of the Story

2/09

- Fifty low-income families graduated from Wireless Philadelphia's Digital Inclusion program

5/10

- [City of Philadelphia](#) went about buying the Wireless Philadelphia assets for \$2 million. Network Acquisition went bankrupt

8/11

- AT&T is expanding their wireless broadband network in Philadelphia and surrounding areas due to their increased customer base. Expansion will include improvements to 4G and 3G
- <http://www.youtube.com/watch?v=DnCRZI4b2as>

