

**The Value of Collaboration in Multilevel Policy Implementation:
An Application to Security Institutions across U.S. States¹**

Dr. Holly T. Goerdel
Assistant Professor of Public Administration
University of Kansas
hgoerdel@ku.edu

Abstract

Interagency collaboration is a prevailing managerial approach to homeland security problem solving; yet, the effectiveness of this approach has not been given much systematic attention. I examine interagency collaboration in the context of multilevel implementation of security policies, specifically related to intelligence and information-sharing. I first develop a comprehensive measure of the *value* of collaboration as framed by two constructs: the first is based on individual and collective benefits relevant to strategic production; the second is based on benefits relevant to individual agency posturing and institutional embeddedness. I then estimate a full empirical model of security collaboration across state level organizations (intelligence fusion centers) responsible for facilitating the sharing of terrorism and homeland security information with other state, local, and federal partners. Key findings indicate public managers have an inclusive view of the value of collaboration which includes a range of individual and collective benefits that vary in character and may also represent multiple underlying constructs. There are also differing strategies for realizing ‘collaborative advantage’ depending on when collaborating upward (with federal partners), downward (with local partners), and outward (with other state level partners). Another observation is that, despite professional practice, collaboration is not an efficient means of policy and political posturing on issues outside those purposed for strategic production.

¹ Research is funded in part by *IBM Business of Government & University of Kansas Endowment*; full paper available upon request. Presented at the biannual meeting of the Public Management Research Association, October 1-4, 2009, Columbus, OH.